

# 1965







City of  
Toronto



Township of  
North York



Township of  
Scarborough



Township of  
Etobicoke



Township of  
York



Township of  
East York



Village of  
Forest Hill



Town of  
Leaside



Town of  
Mimico



Town of  
New Toronto



Village of  
Long Branch



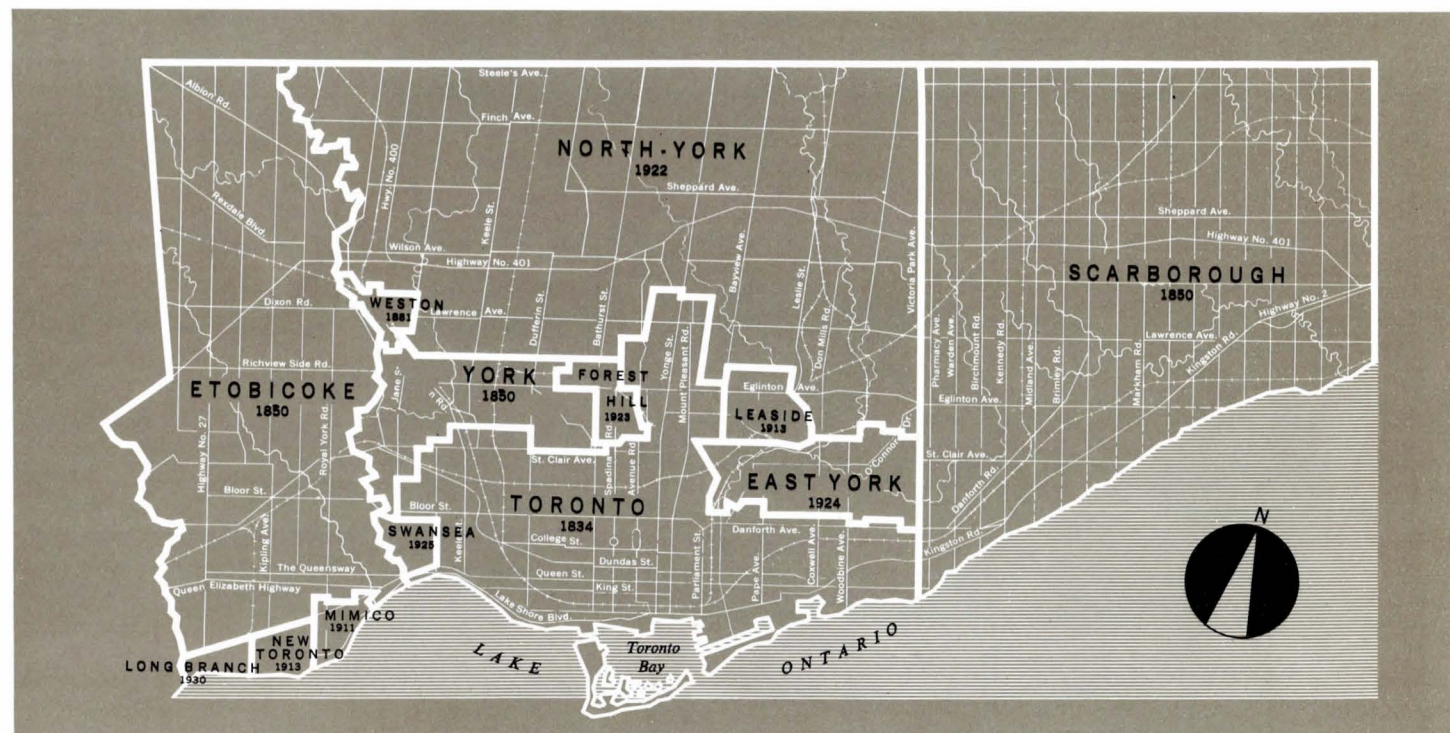
Town of  
Weston



Village of  
Swansea

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# THE MUNICIPALITY OF METROPOLITAN TORONTO



William R. Allen, Q.C.  
Chairman

Federation of the following Municipalities

The City of Toronto

The Township of North York

The Township of Scarborough

The Township of Etobicoke

The Township of York

The Township of East York

The Village of Forest Hill

The Town of Leaside

The Town of Mimico

The Town of New Toronto

The Village of Long Branch

The Town of Weston

The Village of Swansea



Incorporated April 15, 1953



# METROPOLITAN TORONTO

## THE FIRST PHASE



On June 10, 1965, the Royal Commissioner on Metropolitan Toronto, H. Carl Goldenberg, O.B.E., Q.C., L.L.D., issued the findings of his 2-year enquiry into the structure and organization of the Municipality of Metropolitan Toronto. This report comes 12 years after the publication of the Cumming Report which led to the establishment of Metropolitan Toronto. The recommendations of the Royal Commission are presently under study by the government of the Province of Ontario.

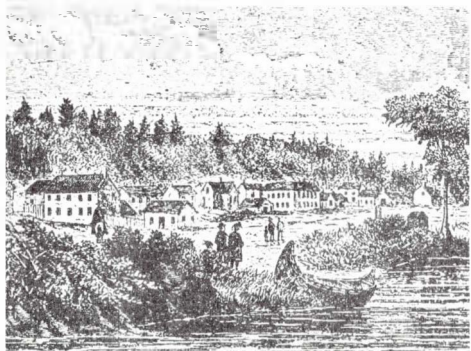
It is with the thought of possible changes in mind that the Municipality of Metropolitan Toronto presents this latest report on the organization and achievement of North America's first successful attempt at metropolitan government. In April, 1953, the Toronto area became the first community in the Western hemisphere to give official political recognition to the metropolitan area as the newest form of urban settlement created by modern industrial society. The Municipality of Metropolitan Toronto was incorporated at that time as a federation of 13 separate municipalities which retain their local autonomy and responsibilities while passing over to the Metropolitan government the responsi-

bility for major regional services.

Metropolitan Toronto was the child of crisis which had historical roots reaching back to the creation of the City of Toronto in 1834. From a small town of 9,000 persons, the urban region expanded rapidly over the next 120 years to encompass well over a million persons living in the City of Toronto and 12 neighbouring municipalities. Twelve years later the Metropolitan area has grown by another 600,000 persons; the influence of its economy and institutions is felt over a significant part of the province and nation.

The rapid development of the past 12 years, in Metropolitan Toronto and immediately beyond its borders, has created profound changes in the physical and social organization of the area, and it is in response to these changes that the Royal Commission's recommendations have been directed.

Metropolitan Toronto has changed deeply since its inception. From a big provincial capital it has been transformed into a cosmopolitan metropolis, with a thriving economy and an exciting skyline. No longer overwhelmingly de-



Top left—The first plan for York by Alexander Aitken in 1788.

Middle left—York as seen from Lake Ontario in 1803.

Lower left—The first City Hall, completed in 1845 and now part of the St. Lawrence Market, as seen from the lake in 1849.

Right—Downtown Toronto and F. G. Gardiner Expressway as seen from the waterfront in 1965.





pendent on its highly diversified manufacturing industries it has grown increasingly important as a capital of finance and commerce, education, and culture. Its port and airport have achieved international status, and its pioneering achievements in government, transportation and physical development have attracted world-wide attention.

The growing Metropolitan community is expanding rapidly beyond the 240 square miles governed by the Metropolitan Corporation. Thousands of persons employed in Metropolitan

Toronto now live outside its boundaries, in communities whose development is coordinated with that of the Metropolitan area proper. The Metropolitan Planning Area today contains nearly 2 million persons, and the population of this urban area may be expected to double over the next 25 years.

The impact of metropolitan expansion is felt not only within the Metropolitan Planning Area, but far beyond. In recognition of this fact, the Province has undertaken a comprehensive regional transportation study, covering an area of about 50 miles in all directions from Toronto and including such important cities as Hamilton, Guelph, Barrie and Oshawa. The transportation network required to serve this highly interdependent region, with a prospective population of perhaps 6 million persons, represents one of the most critical elements in the future development of Metropolitan Toronto itself.

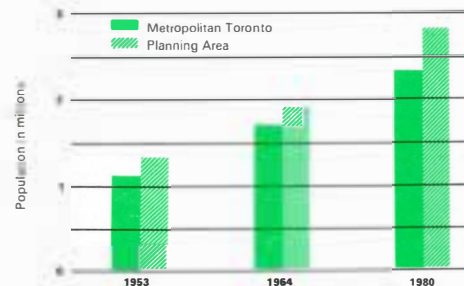
The thirteen municipalities of Metropolitan Toronto vary greatly in area, population and character. They range from the small suburban villages, almost completely residential in character but with increasing variety in their residential

accommodation, to the central City of Toronto and its large inner suburbs, with development exemplified by 55-storey office structures and 30-storey apartment buildings. Once largely a community of detached dwellings, the residential development of the area has become increasingly diversified, with apartments comprising 60% of all new dwellings constructed over the past several years.

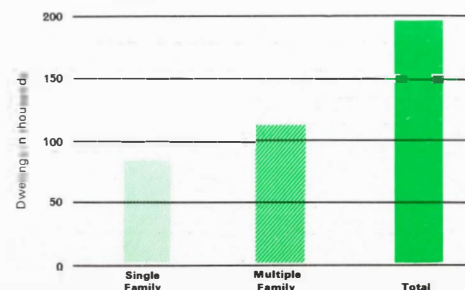
The facilities and services provided to accommodate the area's growth range from massive sewer and water trunks to the constantly growing subway and expressway system, from the three new suburban universities and expanding central university to numerous new hospitals, libraries and social welfare institutions. The problems of renewing the inner areas are rapidly coming to the fore to match the problems of developing the outer areas.

For 12 years the Municipality of Metropolitan Toronto and its constituent municipalities have been able to accommodate the economic and physical growth of the area. Now, as the findings of the Goldenberg Report indicate, it is necessary to reassess and clarify the nature of Metropolitan and local responsibilities, while reviewing the structure and physical boundaries of government organization. Substantial changes are in prospect, but the validity of the metropolitan form of government appears confirmed.

**Population growth of Metropolitan Toronto and the Planning Area**



**Dwellings completed 1954 to 1964 inclusive**





# METROPOLITAN GOVERNMENT

The Corporation of Metropolitan Toronto is governed by a Council of 24 members, 12 from the City and 12 from the suburbs. The City is represented by its Mayor, the two out of the four controllers who have received the highest number of votes in the previous election and the 9 aldermen who have received the highest vote in their respective wards. The remaining 12 towns, villages and townships are represented by their Mayors or Reeves.

The Council elects annually a Chairman who may or may not be an elected representative of a municipality. The Chairman since 1962 has been Mr. William R. Allen, Q.C. The Council also appoints an Executive Committee and Standing Committees on Works, Transportation, Parks and Recreation, Welfare and Housing, Special Grants and Training and Retraining of Unemployed Workers.

While the constituent municipalities administer their local affairs, and levy taxes for their own and metropolitan purposes, the Metropolitan Council is responsible for all matters of common interest to the entire area and administers these by a number of departments and commissions.

## Distribution of responsibility

M—Municipality of Metropolitan Toronto

A—Area Municipalities

### Finance and taxation

Assessment of property	M	
Courts of revision	M	A
Taxation of property		A
Debenture borrowing	M	
Local improvement charges		A

### Planning

Official plans	M	A
Subdivision approval	M	A
Zoning		A

### Recreation and community services

Regional parks	M	
Local parks		A
Recreation programs		A
Community centres and arenas		A
Municipal golf courses	M	
Municipal zoo	M	
Public libraries		A
Grants to cultural organizations	M	A

### Road construction and maintenance

Expressways	M	
Arterial roads	M	
Local roads		A
Bridges and grade separations	M	A
Snow removal	M	A
Street cleaning	M	A
Sidewalks		A

### Traffic control

Traffic regulations	M	A
Cross-walks	M	A
Traffic lights	M	
Street lighting		A
Pavement markings	M	A

### Public transit

Toronto Transit Commission	M	
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### Water supply

Purification, pumping and trunk distribution system	M	
Local distribution		A
Collection of water bills		A

### Sewage disposal

Sanitary trunk system and disposal plants	M	
Connecting systems		A
Storm drainage	M	A

### Garbage collection and disposal

Collection		A
Disposal sites	M	A

### Air pollution

Air pollution control	M	
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### Public education

Operation of public school system		A
School sites, attendance areas and building programs	M	A
Operating costs	M	A
Capital costs	M	A

### Housing

Elderly persons housing	M	
Low rental family housing	M	A
Moderate rental family housing		A

### Welfare

Welfare assistance	M	A
Hospitalization of indigents	M	
Assistance to Childrens Aid Societies	M	
Homes for the aged	M	
Other services		A

### Health

Public health services		A
Chronic and convalescent hospital	M	
Hospital grants		A

### Police and fire protection

Police	M	
Fire		A

### Administration of justice

Magistrates' courts	M	
Court house and jail	M	
Juvenile and family court	M	
Coroner's office	M	
Registry and land titles offices	M	

### Licensing and inspection

Business licensing	M	
Dog licensing and pound		A
Marriage licenses		A
Building by-laws		A

### Civil defence

Emergency Measures Organization	M	
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### Other municipal services

Collection of fines	M	A
Collection of vital statistics		A
Distribution of hydro electric power		A
Harbour		A
Island airport		A
Municipal parking lots		A
Preparation of voters' lists and administration of civic elections		A
Redevelopment		A



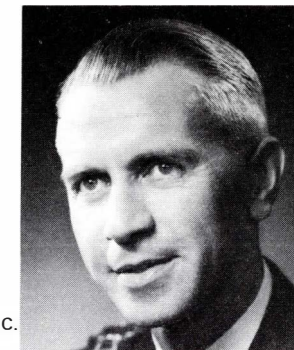
# METROPOLITAN COUNCIL 1965

## Executive Committee

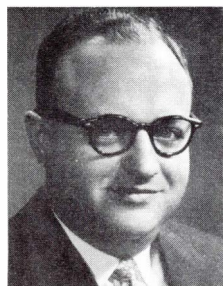
William R. Allen, Q.C., Chairman  
Philip G. Givens, Q.C.  
John P. MacBeth, Q.C.  
William Dennison  
Edwin J. Pivnick  
Herbert Orlicke, Q.C.  
Jack Mould

## Committee Chairmen

Mrs. Beth Nealson—Parks and Recreation  
Albert M. Campbell—Transportation  
Thomas A. Wardle—Welfare and Housing  
Joseph J. Piccininni—Works  
Miss True Davidson—Special Grants  
Thomas A. Wardle—Emergency Measures



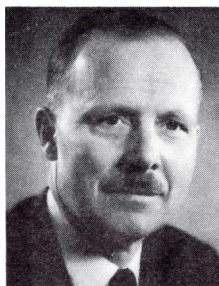
William R. Allen, Q.C.  
Chairman



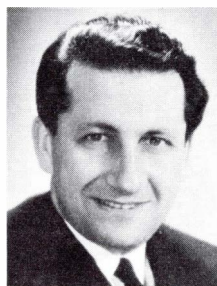
Philip G. Givens, Q.C.  
Mayor, City of Toronto



John P. MacBeth, Q.C.  
Reeve, Twp. of Etobicoke



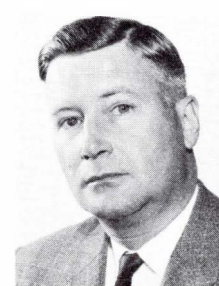
William Dennison  
Controller, City of Toronto



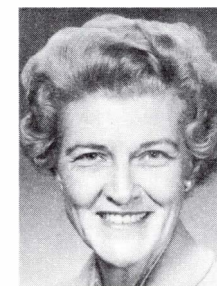
Edwin J. Pivnick  
Reeve, Village of Forest Hill



Herbert Orlicke, Q.C.  
Controller, City of Toronto



Jack Mould  
Reeve, Township of York



Mrs. Beth Nealson  
Mayor, Town of Leaside



Albert M. Campbell, B.S.A.  
Reeve, Twp. of Scarborough



Thomas A. Wardle  
Alderman, City of Toronto



Joseph J. Piccininni  
Alderman, City of Toronto



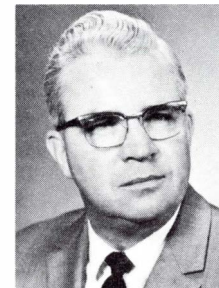
Miss True Davidson  
Reeve, Twp. of East York



Frederick J. Beavis  
Alderman, City of Toronto



Thomas Berry  
Reeve, Vil. of Long Branch



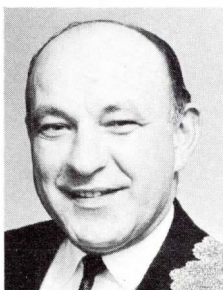
C. Wesley Boddington  
Mayor, Town of Weston



Hugh J. Bruce  
Alderman, City of Toronto



Charles L. Caccia  
Alderman, City of Toronto



B. Michael Grayson, Q.C.  
Alderman, City of Toronto



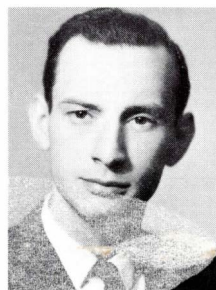
Hugh M. Griggs  
Mayor, Town of Mimico



Lucien C. Kurata, Q.C.  
Reeve, Village of Swansea



Paul Pickett  
Alderman, City of Toronto



David Rotenberg  
Alderman, City of Toronto



Donald R. Russell  
Mayor, Town of N. Toronto



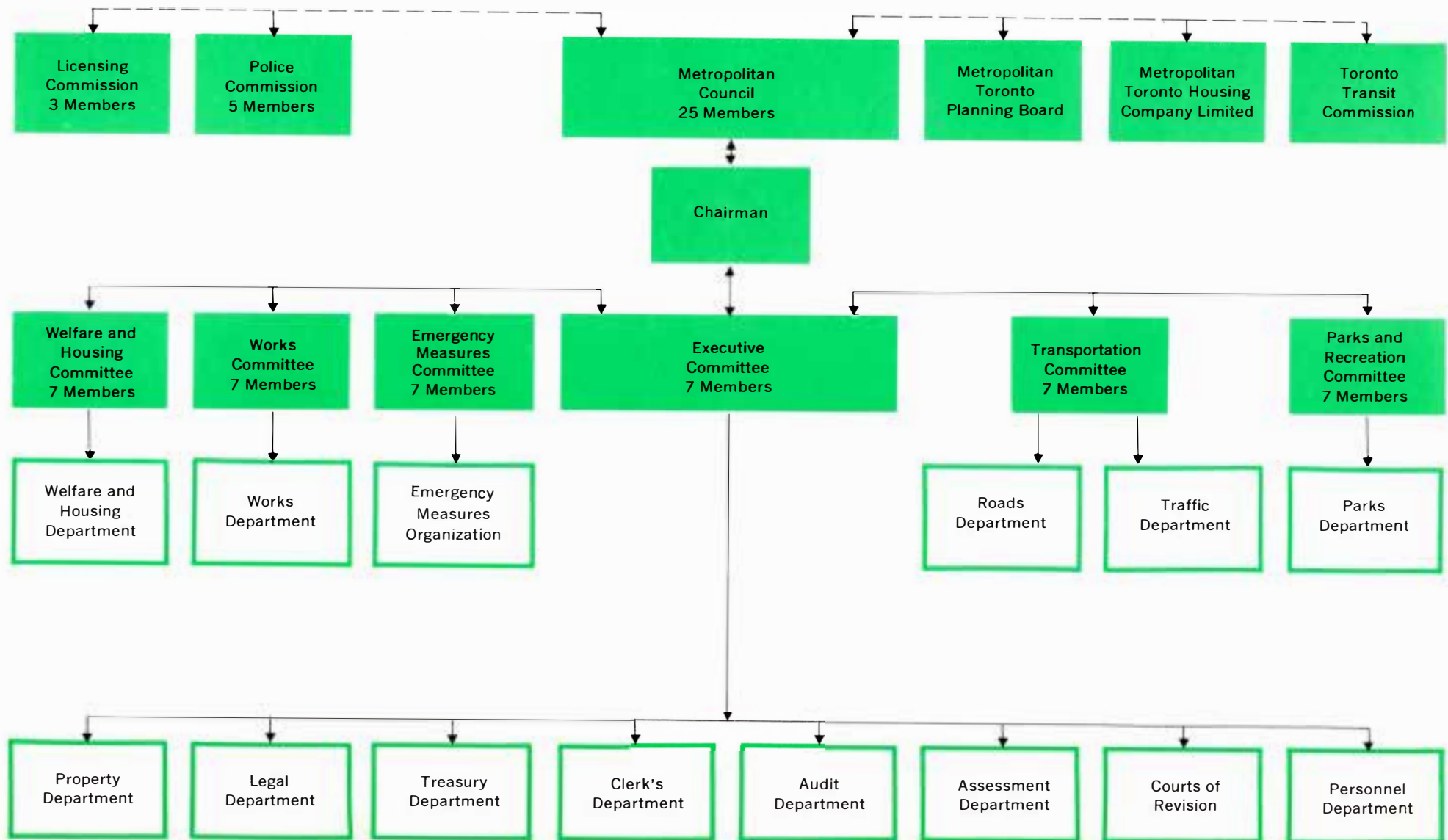
James D. Service  
Reeve, Twp. of North York



Mrs. Mary Temple  
Alderman, City of Toronto



# METROPOLITAN ORGANIZATION





## DEPARTMENT HEADS



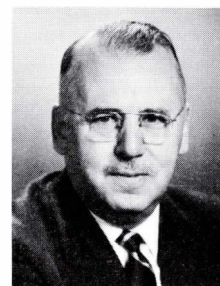
A. J. B. Gray  
Assessment Commissioner



R. L. Clark, P.Eng.  
Works Commissioner



G. O. Grant, P.Eng.  
Roads Commissioner



R. J. Smith  
Welfare and Housing  
Commissioner



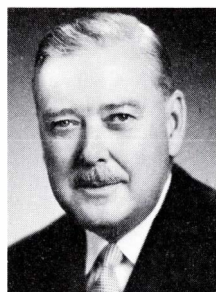
W. W. Gardhouse  
Metropolitan Clerk



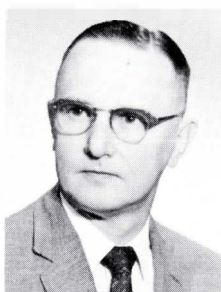
E. Comay  
Planning Commissioner



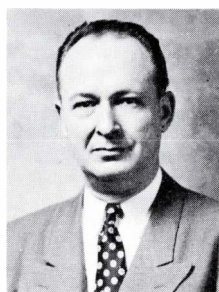
A. P. G. Joy, Q.C.  
Metropolitan Solicitor



J. S. Eakin  
Finance Commissioner



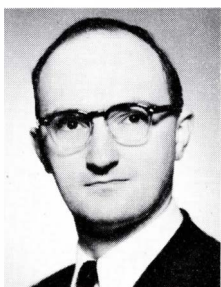
G. Cuthbertson  
B. Comm, C.A.  
Metropolitan Auditor



G. W. Noble  
Personnel Officer



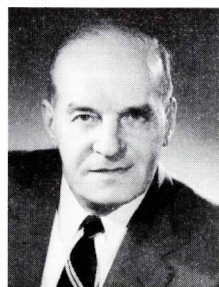
T. W. Thompson  
Parks Commissioner



S. Cass, P.Eng.  
Traffic Engineer



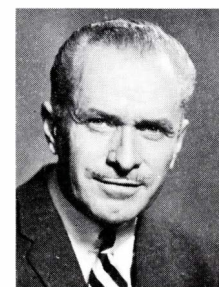
F. D. Cavill  
Property Commissioner



A. G. Cranham  
Coordinating Officer of  
Courts of Revision



J. P. Mackey  
Chief of Police



J. H. Pollard  
Director of Emergency  
Measures Organization



G. P. Whitehead  
Governor of Jail



## URBAN DEVELOPMENT

Metropolitan Toronto houses about 9% of the total population of Canada and provides about 11% of the employment of the country, within its 240 square miles. Since 1953 the developed urban land in the community has increased about 50%, from 120 to 175 square miles. The population has grown about 50%, from 1,175,000 in 1953 to the 1964 total of 1,744,000. Of this growth, about 45% was due to natural increase; the remaining 55% stemmed from immigration into the area, with a majority of the immigrants coming from abroad. During the last 11 years the average population increase has been over 50,000 persons per year, and Toronto has become the principal centre for immigration into Canada.

In this period, the population under 20 years of age increased by more than 80%. The result was a significant change in the population structure of the area: whereas the younger people accounted for only 28% of the total population in 1951, they now make up more than 1/3 of the population. Meanwhile, the population of working age, and the older age groups grew by only 45%. It has been one of the achievements of metropolitan government to have met satisfactorily the great demand for educational facilities and the allied needs of a young population.

The number of jobs in the metropolitan area grew by more than 18%, from 605,000 in 1953 to about 715,000 in 1964. The growth of employment reflects the widespread economic base of Metropolitan Toronto. Its harbour handles both lake and oceangoing vessels serving the heartland of Ontario; the two airports within easy reach of the central business district, and the waterfront and inland railway yards, are evidence of the community's role as a distribution centre; the manufacturing and office sec-

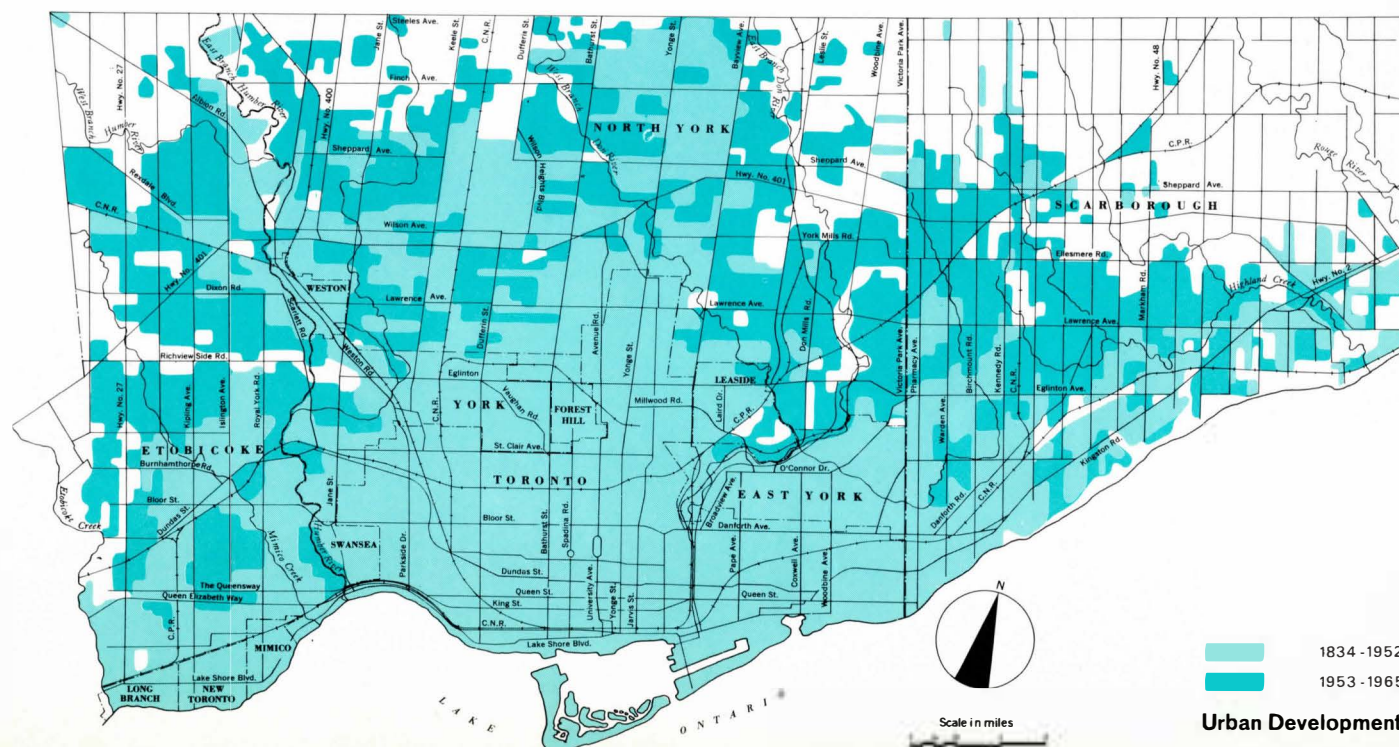
tions of the city and the suburbs offer a range of employment opportunities possible only in a large metropolis.

As the capital of the Province and the site of several teaching hospitals and two universities, and as a major financial and commercial centre, Metropolitan Toronto provides a continuing magnet for development. Its industries are varied and diversified and represent nearly every form of secondary industry found in Canada; no one type of employment dominates the economy.

The ample supplies of inexpensive power, the large and varied labour force, and the existence

of a sizable market for all types of products make Toronto attractive to new industries and firms, and this attraction increases as the area develops. The recent surge of growth was unparalleled in the history of the area; by 1980 it is forecast that there will be about 2,300,000 people in Metropolitan Toronto and another 1/2 million in the immediate surroundings. Toronto continues to be the focal point of an economically vital area which extends around the head of Lake Ontario and into the surrounding hinterland; that region contains about 1/5 of the total population and about 1/3 of the purchasing power of Canada.

To accommodate growth on this scale, the stock of housing has increased about 70% since 1953, with the addition of some 195,000 new dwellings to the 1953 housing stock of 285,000 dwellings. From a community of single-family owner-occupied homes—the traditional picture of Toronto in past decades—the metropolis is now the scene of much rental activity. For the past several years apartments have comprised about 3/5 of all new dwellings. The skyline of Toronto is dominated even in suburban areas by high-rise apartment buildings. Many well-designed communities offering a full range of



facilities and a wide range of rental and purchase housing are now familiar in Toronto, and constitute valuable additions to the environment by virtue of their high standards of design.

The scale of the development of the past eleven years is reflected in the volume of construction contracts, which total more than \$5-1/2 billion for the period, and in the annual rate of development, which has averaged nearly 5 square miles per year. While this new development is expected to continue, the renewal of the older parts of the area is assuming increasing

importance; public and private efforts are directed more and more toward replacing and rehabilitating buildings in the central core and the inner residential areas.

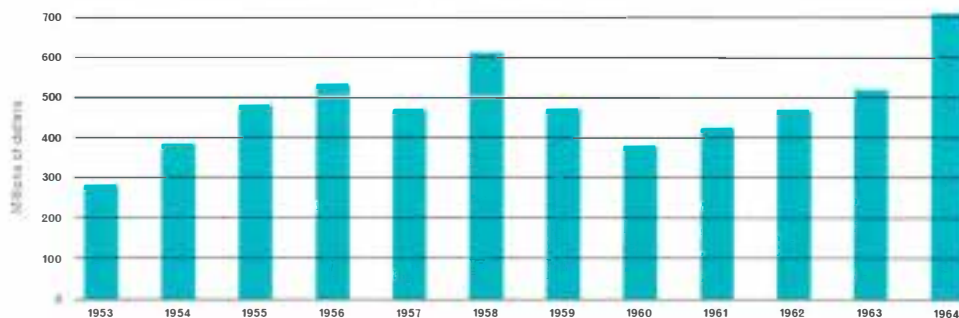


Population Growth				Dwellings Completed 1954-1964 Inclusive						
Municipality	1953	1964	% Increase	Municipality	Single Family		Multiple family		Total	
					Number	%	Number	%	Number	%
Toronto	665,502	649,462	−2.4%	Toronto	952	3	29,815	97	30,767	100
North York	110,311	341,437	209.5%	North York	21,003	39	33,015	61	54,018	100
Scarborough	78,803	253,292	221.4%	Scarborough	35,204	72	13,581	28	48,785	100
Etobicoke	70,209	195,700	178.7%	Etobicoke	23,943	68	11,361	32	35,304	100
York	100,463	128,281	27.7%	York	451	5	7,994	95	8,445	100
East York	65,736	71,894	9.4%	East York	291	6	4,148	94	4,439	100
Forest Hill	17,719	22,771	28.5%	Forest Hill	193	6	2,785	94	2,978	100
Leaside	15,910	18,783	18.1%	Leaside	10	1	1,478	99	1,488	100
Mimico	12,301	18,590	51.1%	Mimico	196	7	2,783	93	2,979	100
New Toronto	11,190	12,689	13.4%	New Toronto	84	7	1,050	93	1,134	100
Long Branch	9,140	11,656	27.5%	Long Branch	136	9	1,321	91	1,457	100
Weston	8,374	10,454	24.8%	Weston	57	5	1,117	95	1,174	100
Swansea	8,344	9,322	11.7%	Swansea	123	14	726	86	849	100
Metropolitan Toronto	1,174,002	1,744,331	48.6%	Metropolitan Toronto	82,643	43	111,174	57	193,817	100



Value of contracts awarded for all types of construction

Source: Southam Building Reports



### Residential Subdivision Activity 1953-1964

Year	Proposed		Approved		Registered	
	Plans	Lots	Plans	Lots	Plans	Lots
1953 - 4	332	33,654	145	12,086	76	7,386
1955	368	33,094	209	16,349	173	13,224
1956	270	34,340	199	17,189	243	14,609
1957	96	6,806	82	5,965	87	3,957
1958	154	9,890	126	8,776	129	12,342
1959	218	30,558	164	16,511	111	9,289
1960	124	9,305	107	8,328	99	8,617
1961	70	9,271	90	4,690	81	5,146
1962	53	3,810	50	4,552	88	7,438
1963	70	7,136	70	4,894	75	5,349
1964	82	5,027	73	7,295	92	7,993
<b>Total</b>	<b>1,837</b>	<b>182,891</b>	<b>1,315</b>	<b>106,635</b>	<b>1,254</b>	<b>95,350</b>



The Metropolitan Toronto community has solved its major servicing problems by pooling the financial resources of the area municipalities; this financial achievement is the essence of the Metropolitan federation. It has provided the funds which have enabled the community to grapple successfully with the problems created by years of rapid growth.

To carry out its functions and provide services on a Metropolitan level, the Metropolitan Corporation annually levies the required funds from the 13 constituent municipalities on the basis

of each municipality's share of the total assessment of the Metropolitan area. The Metropolitan Corporation has no power to collect taxes directly; the metropolitan levy, and those of the metropolitan and local school boards, are included in the local tax bill and collected by each municipality. Conversely, the local municipalities do not have the power to borrow money directly; their requirements for debenture financing are submitted to the Metropolitan Council, which determines the total amount of money to be borrowed for local purposes each year and the proportion to be allocated to each municipality. All debentures are issued by the Metropolitan Corporation, which borrows money on its own account and on behalf of the area municipalities, the school boards, and the Toronto Transit Commission and area Hydro systems. The result is that local municipalities no longer face the risks of the money market alone, or shoulder singly the burden of major intermunicipal projects.

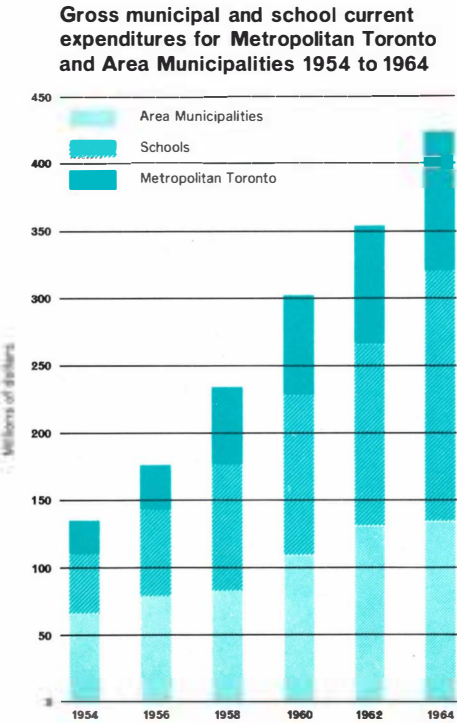
Since the inception of Metro, gross current expenditures have risen by more than 200% and now total more than \$425 million per year. Of this amount, 44% is devoted to school purposes, about 32% is spent by the area municipalities, and 24% by the Metropolitan Corporation. Metropolitan expenditures have increased five-fold during this period, while local expenditures have only doubled; this reflects both the increase in metropolitan responsibilities and the increasing debt load for major metropolitan projects. In the period between the beginning of 1954 and the end of 1964, total current expenditures for all purposes totalled nearly \$3 billion.

Over this period, capital expenditures based on borrowing, current funds, Provincial grants and other sources, totalled over \$1.4 billion. Gross debt for all purposes has risen from \$237

million to \$972 million, an increase of 210%. Outstanding net debt, which stood at \$136 million in January 1954, now amounts to about \$700 million. Of this amount, 32% was borrowed for school purposes, 29% for local purposes, and 39% for metropolitan purposes.

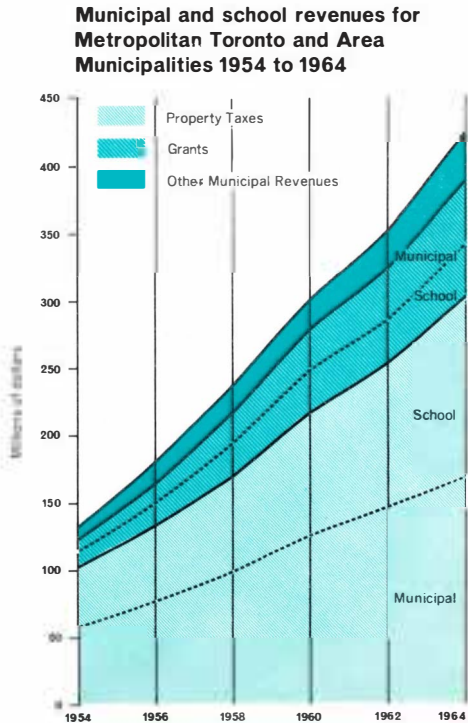
Over 70% of municipal revenues in the metropolitan area come from property taxation; these are supplemented by a complex pattern of Provincial grants, and by revenues from the water systems, which are required by law to be self-sustaining. Capital expenditures of the Metro-

politan Corporation are projected in a 10-year program which is reviewed annually. Capital investments are financed by debentures and by levies out of current taxes, 2 mills being devoted to subway construction and 1 mill to school purposes.



**Outstanding Net Debt**  
(In millions of dollars)

Purpose	Jan. 1 1954	Dec. 31 1964	Increase
Metro	\$21.9	\$271.8	1,140%
Local	\$63.1	\$201.2	220%
Schools	\$51.5	\$222.9	330%
	<b>\$136.5</b>	<b>\$695.9</b>	<b>410%</b>





# ASSESSMENT

The overall financing powers for the federation empower Metro to levy for its needs from the local municipalities on the basis of a uniform assessment. To achieve this, the various local assessment departments were replaced in January 1954 by a single assessment department for the metropolitan area. The Metropolitan Assessment Commissioner was deemed to be the assessor for all of the 13 municipalities and his department was initially required to re-assess all the properties on a common standard across the total metropolitan area. The Metropolitan Assessor is required to maintain this equalized

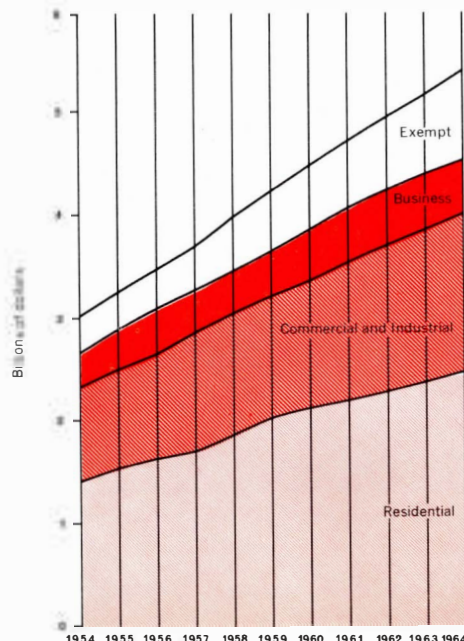
assessment of all properties and to provide for the addition to the tax rolls of the many new residences, offices and industrial developments. All properties are checked annually, and information gathered for the voters' lists, for the apportionment of school taxes, and for the adjustment and levying of business taxes.

The essential task of reassessment of the real property of the area was carried out from 1954 onward and was completed in 1957. In each of the area municipalities a court of revision exists to which the property owner may appeal his individual assessment and seek an adjustment of the valuation. The Metropolitan Coordinating Officer of the Courts of Revision supervises the establishment and operation of the Courts of Revision for the area municipalities to ensure that similar principles are applied in all cases.

In 1954 total taxable assessment was some \$2,660 million and by 1964 this had increased by more than 70% to \$4,560 million. The great building activity accompanying the substantial population increase has produced corresponding industrial and commercial growth. Between 1954 and the end of 1964 residential assessment grew by more than \$1 billion, industrial and commercial assessment by \$600 million, and business assessment by \$260 million.

Tax-exempt development has also grown considerably, to an approximate value of \$850 million. This represents property belonging to the Federal, Provincial, and municipal levels of government, schools, colleges, churches, and charitable organizations. The Federal and Provincial properties pay certain grants in lieu of taxes, which are allowed for in calculating total tax levies on the area municipalities.

**Components of assessment  
1954 to 1964**



## Buildings Assessed

	1957	1964	Increase
<b>Residential Dwelling Units</b>	<b>357,350</b>	<b>474,805</b>	<b>32.7%</b>
Single family	271,353	320,624	18.2
Apartments	51,430	116,056	126.1
Other multiples	17,493	22,728	29.8
Apartments over stores	17,074	15,397	-9.8
<b>Commercial/Industrial</b>	<b>22,275</b>	<b>25,585</b>	<b>14.8%</b>
Stores	13,614	15,021	10.3
Factories and warehouses	4,541	6,024	32.7
Banks and office buildings	1,083	1,276	17.7
Licensed garages and service stations	1,463	1,694	15.7
Others	1,574	1,570	-0.4
<b>Public and Institutional</b>	<b>2,285</b>	<b>2,946</b>	<b>28.8%</b>
Churches and religious buildings	830	928	11.8
Colleges and schools	518	712	37.3
Municipal government	459	617	34.6
Public utilities	333	485	45.7
Other institutions	145	204	40.7
<b>Unclassified</b>	<b>2,017</b>	<b>1,503</b>	<b>-25.6%</b>

The major portion of revenues to the area municipalities derive from the real property tax and the business tax levied as a percentage of the assessed value of real property. Local municipalities collect for both their own and Metropolitan requirements on the basis of the equalized Metropolitan assessment.

## Taxable assessment 1954 1964

1964																										
Assessment in \$ millions	\$1,243.9	\$866.0	\$582.8	\$496.7	\$233.7	\$130.3	\$81.0	\$75.2	\$44.8	\$35.4	\$27.9	\$23.8	\$21.8													
Percent of Metro	11.5%	19.0%	12.8%	10.9%	5.1%	2.8%	1.8%	1.6%	1.0%	0.8%	0.6%	0.5%	0.5%													
Per capita	\$2993	\$2536	\$2978	\$1961	\$1822	\$1813	\$4312	\$3300	\$3530	\$1903	\$2669	\$2549	\$1870													
Percent non-residential	62%	33%	42%	34%	33%	24%	50%	10%	71%	24%	47%	23%	33%													
		<div>Metropolitan Toronto</div> <table><tr><td></td><td>1954</td><td>1964</td></tr><tr><td>Assessment in \$ millions</td><td>\$2,662.2</td><td>\$4,563.3</td></tr><tr><td>Per capita</td><td>\$2125</td><td>\$2616</td></tr><tr><td>Percent non-residential</td><td>47%</td><td>47%</td></tr></table>														1954	1964	Assessment in \$ millions	\$2,662.2	\$4,563.3	Per capita	\$2125	\$2616	Percent non-residential	47%	47%
	1954	1964																								
Assessment in \$ millions	\$2,662.2	\$4,563.3																								
Per capita	\$2125	\$2616																								
Percent non-residential	47%	47%																								
		Toronto	North York	Etobicoke	Scarborough	York	East York	Leaside	Forest Hill	New Toronto	Mimico	Weston	Swansea	Long Branch												
1954																										
Assessment in \$ millions	\$1,544.0	\$257.9	\$197.6	\$174.0	\$169.4	\$99.7	\$59.2	\$54.9	\$34.1	\$20.6	\$18.6	\$18.5	\$13.7													
Percent of Metro	58.0%	9.2%	7.4%	6.3%	6.4%	3.7%	2.2%	2.1%	1.3%	0.8%	0.7%	0.7%	0.5%													
Per capita	\$2262	\$1969	\$2380	\$1813	\$1968	\$1445	\$3481	\$2969	\$3046	\$1673	\$2190	\$2122	\$1472													
Percent non-residential	61%	20%	29%	28%	33%	22%	52%	10%	72%	25%	47%	23%	41%													

Metropolitan Toronto		
	1954	1964
Assessment in \$ millions	\$2,662.2	\$4,563.3
Per capita	\$2125	\$2616
Percent non-residential	47%	47%



## PLANNING



C. J. Laurin  
Chairman



W. G. Messer  
Vice-Chairman

The Metropolitan Toronto Planning Board carries out perhaps the most advanced regional planning program in Ontario. The control of development in the surrounding area was considered to be of such importance that the Province in 1953 established the Metropolitan Toronto Planning Area, covering 720 square miles and comprising the 13 municipalities in Metropolitan Toronto and the 13 surrounding municipalities.

An official plan has been prepared by the Board to coordinate major public and private development through the whole Planning Area. It deals with such matters of fundamental Metropolitan policy as the kind, extent, and density of urban development in each part of the Planning Area, the methods by which such development will be provided with water and sewage facilities, roads and rapid transit lines, and regional parks, and the measures to be exercised by the Metropolitan Corporation to regulate growth and protect the public investment. The plan was the subject of a series of public meetings throughout the Planning Area and is presently being considered by the local municipalities who will offer their comments to the Metropolitan Planning Board during the summer of 1965. After

consideration by the Board in the fall it will be formally submitted to the Metropolitan Council for approval.

The Board is also preparing a plan for the protection and use of the Metropolitan waterfront between Oakville and Whitby Township, including the development of new parkland and offshore islands, the establishment of such recreational facilities as marinas, swimming pools, beaches, scenic drives, and picnic areas, and the coordination of private industrial, commercial, and residential development with public open space requirements. For this purpose, special technical and advisory committees have been established to prepare and recommend to the Planning Board a general plan with detailed development schemes of each waterfront sector. It is expected that the plan will be completed early in 1966.

Among the Board's most important activities is the current Metropolitan Urban Renewal Study which is being carried out by a special staff with the assistance of a financial grant from the Federal government. This 2-year project, which will be completed at the end of 1965, is designed to establish the scale of the urban renewal re-

### Metropolitan Toronto Planning Board Members

#### Appointed at Large:

F. C. Buckley  
J. H. Cavanagh  
Sydney Hermant  
C. J. Laurin  
D. B. Mansur  
W. G. Messer  
H. E. Mole  
E. T. Parkin  
Mrs. R. H. Scrivener

#### Metropolitan Council:

W. R. Allen, Q.C.  
A. M. Campbell  
Miss T. Davidson  
P. G. Givens, Q.C.  
Mrs. B. Neilson  
J. J. Piccininni  
T. A. Wardle  
J. Mould (alternate)  
D. Rotenberg (alternate)

#### Fringe Municipalities:

W. J. Haggart (Northeast District)  
R. A. Kirk (Northwest District)  
E. Smyth (East District)  
R. W. Speck (West District)

#### Metropolitan School Board:

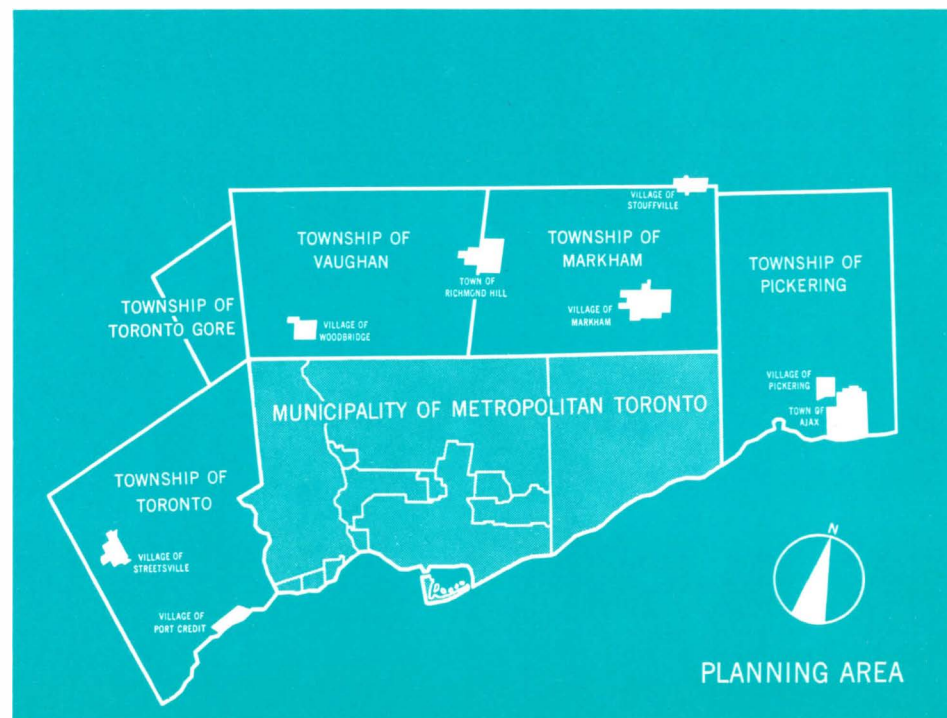
A. Adamson  
Y. L. K. Hope

#### Separate School Board:

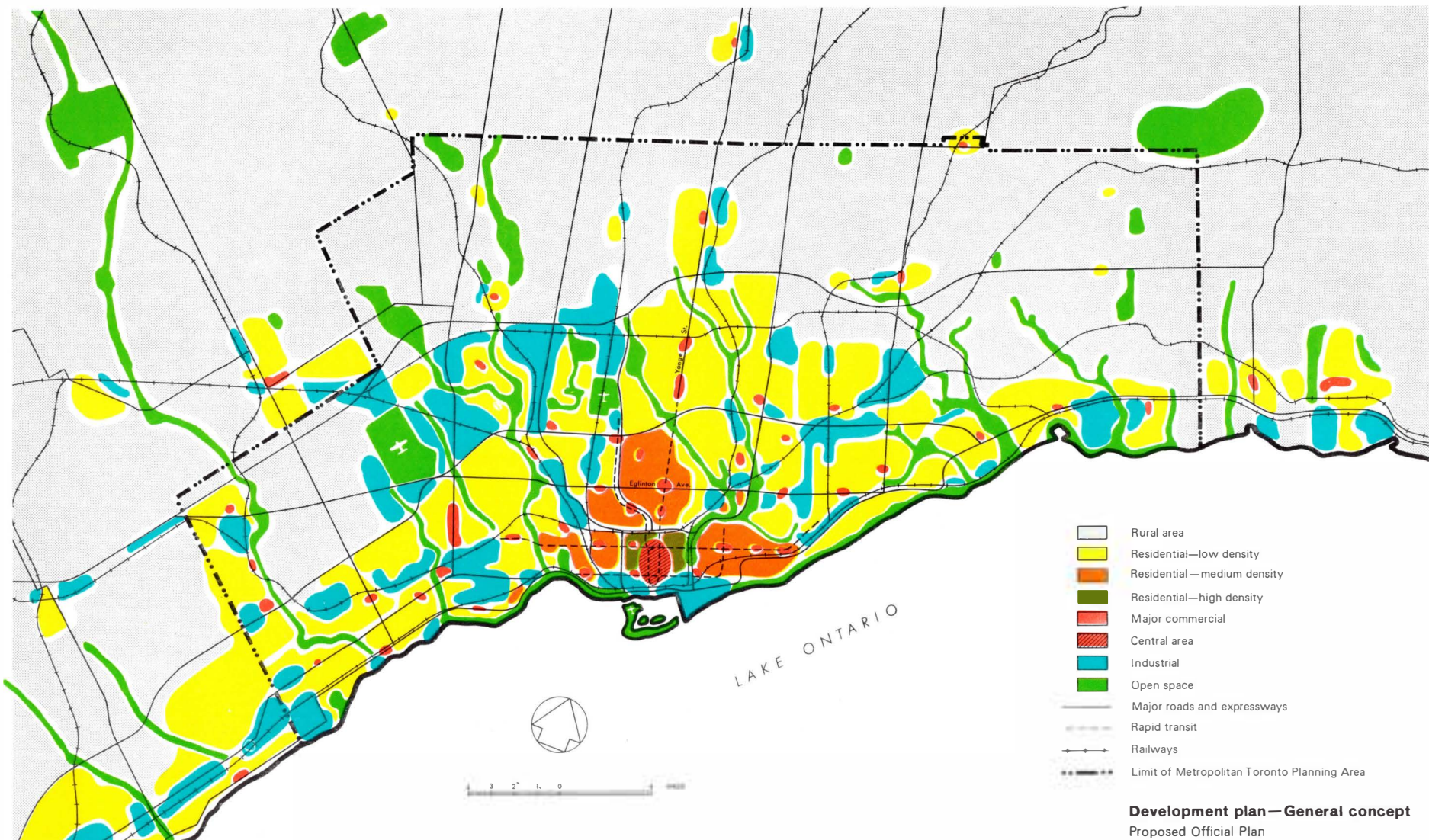
G. B. Heenan

#### Toronto Transit Commission:

R. C. Day







quirements of the metropolitan area, the nature of the programs required to deal with this problem, and the scope of metropolitan participation in urban renewal activities.

In 1964, a staff report on the Metropolitan Toronto Transportation Plan was submitted to the Board. The report, based on a careful analysis and forecast of transportation trends, carried out with the aid of electronic computers, recommends a comprehensive plan for the balanced and coordinated development of both private and public transportation for the next 15 years.

The Transportation Plan is an integral part of the Official Plan. It is correlated with the 10-year plan of capital improvements, which is annually worked out by the Metropolitan Corporation with the assistance of the Planning Board.

The Metropolitan Planning Board acts in an advisory capacity to the Metropolitan Council, and the services of its technical staff are made available to the local municipalities, both to deal with specific problems and to assist them in developing their own overall plans. The Board also makes recommendations to the Metropoli-

tan Council on the location and design of major roads and transit facilities and the timing of sewer and water facilities and other major public works.

Zoning by-laws, which govern the details of development, remain a local responsibility within the basic outline of the overall structure and growth pattern established for the area. All of the local municipalities in the Planning Area exercise some form of zoning control, and all but five now have comprehensive zoning by-laws.

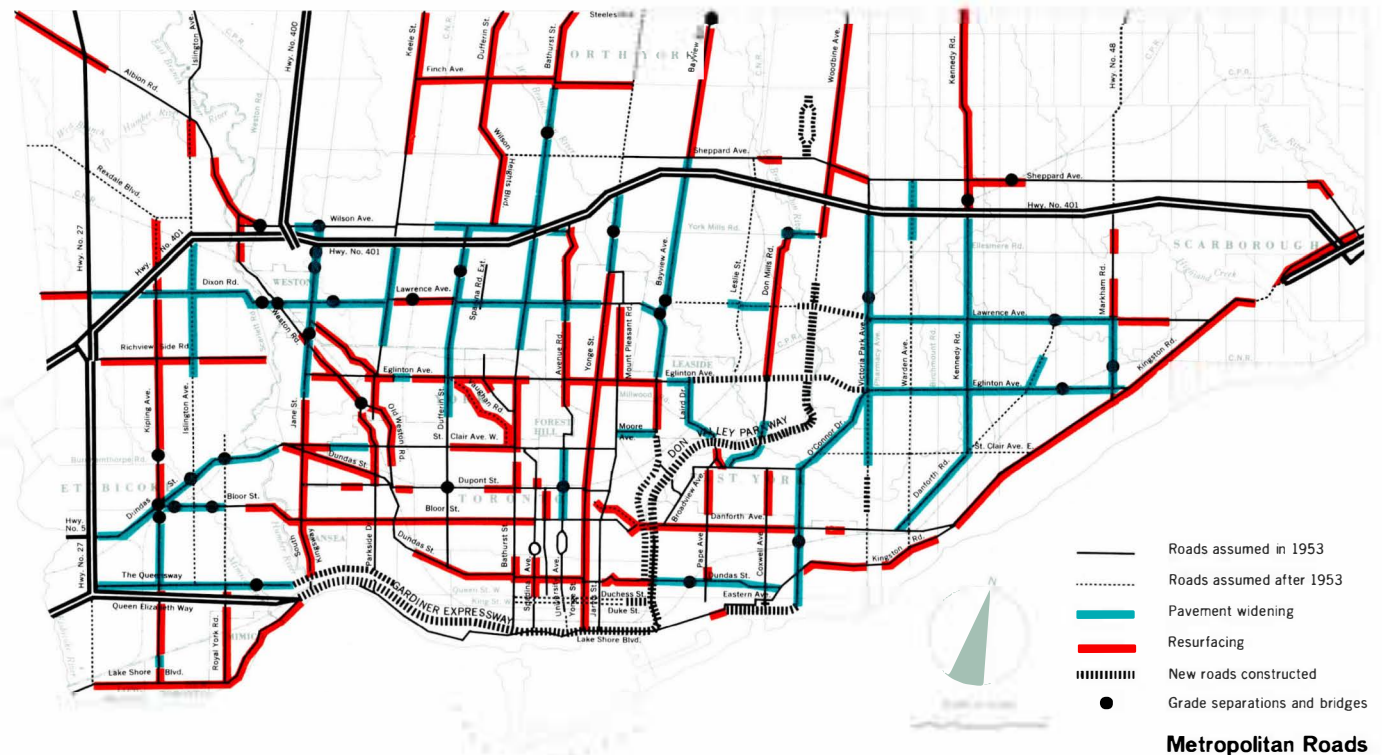
The sweeping changes in the environment of Toronto over the past decade have been based to a considerable extent on the exercise of planning control and guidance. The operation of the 2-level planning process, like the metropolitan federation itself, has attracted attention throughout the world. Metropolitan Toronto stands as one of the few areas in North America which carries on effective planning on a metropolitan basis.



## ROADS

When the Metropolitan Toronto Corporation was established in 1953 it assumed a basic 277-mile arterial road network requiring considerable improvement and enlargement. Car ownership was rapidly rising and places of employment and residence spreading. Though local municipalities had in some measure kept pace with the flood of vehicles, there were many needs which could only be handled on a metropolitan basis. For example, prior to the establishment of Metro it had proved impossible to join the adjacent municipalities of Scarborough, North York and Leaside across the two branches of the Don River, where today the Eglinton Avenue extension carries 42,000 vehicles a day. At the mouth of the Humber River there was only a single 4-lane bridge; today 16 lanes are available in 3 major facilities—the Lakeshore Blvd., the Gardiner Expressway, and the Queensway. By 1965, the Metropolitan Roads system comprised more than 364 miles, of which 56 miles were assumed since 1954, 15 miles were made up of new metropolitan expressways, and 16 miles of new arterial roads constructed by the Metropolitan Corporation.

Since 1954 more than \$206 million has been spent on improving the system and bringing roads up to arterial standards. Of this, \$141 million has been spent on expressways and construction of vital arterial links supplementing the expressway system. These include the Bayview, Eglinton and Lawrence Avenues Extensions, Don Mills Road and the Adelaide-Richmond connection to the Don Valley Parkway. Expenditures on grade separations and other bridge projects totalled \$15 million. Pavement widenings, including reconstruction of Avenue Road and Lawrence Avenue accounted for \$42 million and several intersection improvements were provided at a cost of \$8 million.



**Metropolitan Roads**



The provision of the planned expressway network to supplement the existing Provincial expressways—Highway 27, the Macdonald-Cartier Freeway, and the Queen Elizabeth Way, all of which are being progressively improved—has proceeded with the development of the western and central sections of the Gardiner Expressway, and the Don Valley Parkway, which opened from the Gardiner Expressway to Lawrence Avenue in 1964. Together with the Spadina Expressway, on which construction has begun at the northern end, completion of these three routes will involve a further 20 miles of express-

ways costing about \$170 million. Additional expressways contemplated in the proposed Official Plan will total another 27 miles, resulting in a total planned expressway system of more than 105 miles.

The expressway system is being planned and built by Metropolitan Toronto to handle heavy volumes of through traffic, to relieve the major arterial roads of excess traffic, and to correct deficiencies in the present street pattern. The completed expressway system will provide radial and circumferential routes connecting principal

Provincial highways and will provide efficient connections between major residential areas, employment centres, and the core area.

The area municipalities have also kept up with the need for roadway expansion. In the period between 1954 and 1964 more than 500 miles of arterial roads under local jurisdiction were constructed or improved at a cost of about \$55 million, supplementing the construction of local streets built by the developers of residential and industrial subdivisions to high engineering standards as laid down by the local municipalities.

**Left—Don Valley Parkway and Bayview Avenue Extension, looking south toward C.P.R. bridge.**

**Right—F. G. Gardiner Expressway and Lake Shore Blvd., looking east toward the C.N.E.**





## TRAFFIC CONTROL

The number of registered vehicles in the Metropolitan area increased from 330,000 in 1953 to 650,000 in 1964, a growth of nearly 100%, compared to a population growth of 50% in the same period. As a result, there are now 2.7 persons per vehicle in the area, as against 3.6 persons per vehicle in 1953. Metropolitan Toronto has one of the highest ratios of car-ownership in the North American continent, and to avoid severe congestion of the road system, it was necessary to develop a unified traffic control system which would take full advantage of the road improvements carried out by the Metropolitan Corporation and the area municipalities.

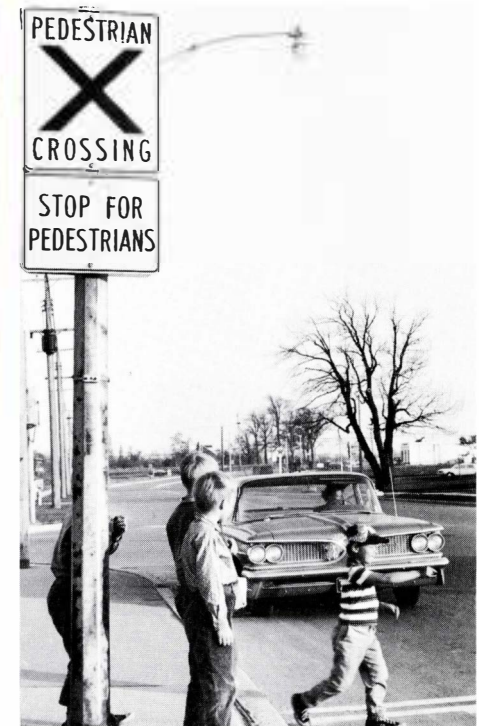
In 1960, the Metropolitan Council spent \$250,000 on a pilot electronic-control system on a portion of Eglinton Avenue in which all traffic movements within a 2-mile area were controlled by an electronic computer located in a remote office building. The successful results of this pioneering experiment led to the establishment of a \$3 million computer-controlled system to cover the entire Metropolitan area; the Univac 1107 computer, which is the heart of the system, is installed on the ground-floor corridor of the old City Hall, where its operations can be observed by the public. The program is now partially in operation and the complete changeover to computer control of the traffic system will be in effect by the end of 1966. All traffic signals in the Metropolitan area, whether on Metropolitan roads or the local street systems, have been assumed by the Metropolitan Corporation, which now has the only such unified traffic control system in the world. When the computer-control system is in complete operation it is expected to improve traffic flow up to 25% with corresponding savings in road and intersection improvements.

Prior to the establishment of Metropolitan Toronto in 1953, only one municipality, the City of Toronto, employed professional traffic engineers; today both the Metropolitan Corporation and several of the area municipalities have full-fledged traffic engineering departments. Their work has been enhanced by the adoption of Uniform Traffic Control by-laws based on the Metropolitan By-law 806 which was enacted in 1958. In addition to coordinating the installation and maintenance of traffic control signals throughout the area, the Metropolitan Traffic Engineering Department collects traffic data on a continuing basis in conjunction with the area municipalities which conduct traffic counts on their own streets, and provides technical advice to the local municipalities. Access to Metropolitan roads from new industrial, commercial or apartment developments is controlled in the processing of site plans and building permits.

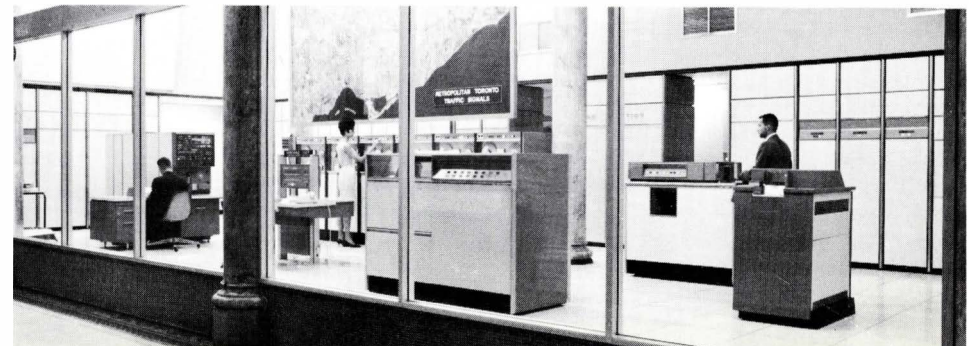
A major achievement of the traffic control program was the introduction of a pedestrian cross-walk system in 1958 which has provided a considerable reduction in friction between vehicles and pedestrians and has reduced the need for traffic signal installations. The pedestrian cross-over system, which requires motorists to yield to pedestrians at specially-marked illuminated locations, has received wide acceptance from both pedestrians and motorists, and has served to create a new attitude which has led to a reduction of up to 30% in pedestrian fatalities. Acceptance of the pedestrian cross-overs is now so widespread that the Traffic Engineering Department receives many requests for their introduction at new locations, and since its introduction in Metropolitan Toronto the program has been adopted in a number of other Ontario municipalities.

### Pedestrian Fatalities

	Pedestrian Fatalities	Fatalities per 100,000 population
1957	85	6.2
1958	81	5.7
<i>Pedestrian cross-walks introduced September, 1958</i>		
1959	71	4.8
1960	76	4.9
1961	58	3.7
1962	63	3.9
1963	63	3.7
1964	69	4.0
Decrease 1958 to 1964	- 15%	- 30%



Below—Metropolitan Traffic Control Centre, installed in old City Hall.



# TORONTO TRANSIT COMMISSION

The Toronto Transit Commission, which is responsible for public transit in the Metropolitan area, is appointed by the Metropolitan Council. The Commission operates all passenger transit facilities within the area except for railways and taxis. It also provides regional transportation through its subsidiary company, Gray Coach Lines, operating a network of inter-city bus routes radiating from Toronto to the Niagara Peninsula and northern Ontario.

The public transit system, consisting of an integrated network of subway, streetcar, trolley coach, and bus lines, performed over 54 million vehicle miles in 1964. On an average weekday it carries 950,000 passengers. Many of these avail themselves of the universal free transfer privilege to make use of several vehicles on one trip. The area served by the system is divided into two fare zones, the inner zone extending to a distance of about 5 miles from the core of the area, and the second zone covering the balance of the 240 square miles of Metropolitan Toronto, with a few bus lines extending beyond its boundaries.

The completed 7-mile subway runs from the combined subway-bus terminal at Eglinton Avenue south along Yonge Street to Union Station, continuing north under University Avenue to St. George Station on Bloor Street. Here it connects with the east-west Bloor-Danforth Line, now under construction. The first 8 miles of this line, from Keele Street to Woodbine Avenue, will be in operation by the end of 1965 and an additional 6 miles will be completed by the end of 1967, extending service westward to Islington Avenue at Bloor Street in Etobicoke and eastward to Warden Avenue at St. Clair Avenue in Scarborough.

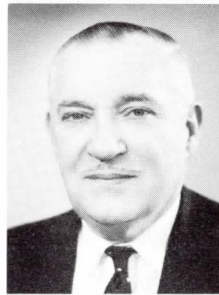
The total cost of the Bloor-Danforth-University subway (including the east and west extensions) amounts to \$285 million. This is shared between the Corporation and the T.T.C. on a 50/50 basis for the 8-mile section between Keele Street and Woodbine Avenue and on a 70/30 basis for the remaining 6 miles of the east and west extensions. From April 1, 1964 the Ontario government pays Metropolitan Toronto a subsidy equal to 1/3 of the subway construction costs incurred after that date.

Recognizing the unusually heavy burden of subway construction, the Metropolitan Corporation assumed in 1964 \$49 million remaining from the original \$64 million debt contracted by the T.T.C. for the construction of the Yonge Street subway—Canada's first rapid transit line.

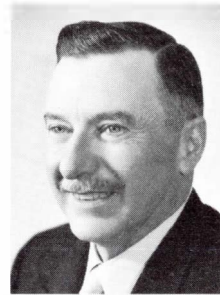
The modern subway trains can carry 504 seated and up to 1,000 standing passengers. They have a peak capacity of 40,000 passengers per hour in one direction and perform about a quarter billion passenger miles annually.

The surface transit system, in which streetcars are gradually being replaced by buses on all but the most heavily travelled lines, is being constantly expanded to serve the newly developing areas at the periphery. It now comprises 82 routes with a one-way route mileage of 465 miles.

Contrary to the general trend in North American cities, transit riding in Toronto has increased by about 3% during the last 3 years.



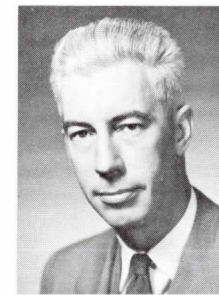
Ralph C. Day  
Chairman



Charles A. Walton  
Vice-Chairman



J. G. Inglis  
General Manager  
Operations



W. H. Paterson  
General Manager  
Subway Construction



H. E. Pettett  
General Secretary

## Commissioners:

Ralph C. Day  
Charles A. Walton  
Ford G. Brand  
C. C. Downey  
D. F. Hamilton





## TORONTO HARBOUR

Since the opening of the enlarged St. Lawrence Seaway in 1959, the Port of Toronto has rapidly developed into a modern, international harbour, enjoying a successful two-way trade program with over 50 countries throughout the world.

Under the administration of the Board of Harbour Commissioners, progressive and constant developments have always been maintained. In preparation for the increased traffic via the Seaway, acres of land were reclaimed to allow for the spacious, modern ocean terminals now in operation. Today these storage facilities represent a total of 436,000 sq. ft. of marine terminal space, backed by some 50 acres of outside storage. All navigation channels were dredged to 28 feet, one foot more than Seaway depth, to allow for the berthage of the deep draft vessels. New equipment, such as "Atlas," the dockside crane capable of lifting 300 tons of cargo have been provided, as well as other rapid and efficient methods of handling the in- and out-going freight.

In 1964, a total of 5,673,632 tons passed through the Port. Of that total, a record 1,232,439 tons was foreign cargo, which was an increase of almost 17% over the previous year. This also meant that over half the vessels entering the Port were from overseas regions.

A new \$85 million central harbour development, called "Harbour Square," is now underway, and upon completion will include apartment and office buildings, a new harbour administration building, a marina, ferry dock, parkland and another large terminal for seagoing vessels.

Also in the early stage of development is the Outer Harbour. Land is being filled at the rate of some 25 acres per year along the northern shore

of Lake Ontario east of the Eastern Channel to prepare for future commercial development in that area. A 1,300 foot extension slip has already been built at the base of the ship channel providing adequate docking facilities and future storage area.

The Island Airport, under the Toronto Harbour Commissioners, is one of the three busiest airports in Canada and provides 24 hour service for general aviation traffic. With the building of a 4,000 foot runway, executive type turbojet planes now land, permitting business men to reach downtown Toronto quickly and conveniently.

The Toronto Harbour Police, another service administered by the Commissioners has a total of 7 patrol and rescue craft, and a number of small power craft for constant patrolling. The service is always seeking to improve life saving methods and equipment in order to maintain their excellent standard in the prevention of accidents and the saving of lives.

The Port of Toronto has played an important part in the growth of the metropolitan area; its facilities are under constant improvement to ensure fast, efficient and economical movement of waterborne cargo.





# TORONTO INTERNATIONAL AIRPORT

Toronto International Airport has become Canada's busiest airport handling approximately 4,980 planes a month, approximately 2,500,000 passengers annually and employing a staff of 3,000.

The airport with four runways, two over 10,000 feet long, is used by five major international airlines as scheduled operators, as well as many non-scheduled flights.

The major buildings consist of a two storey terminal structure operating since January 1964, (the first of four projected buildings) surmounted by a 9 floor, 2,400 space parking garage. The whole building is surrounded by the aeroquay consisting of departure rooms, and spectator decks, and six loading shelters projecting into the airport apron and capable of handling up to 30 aircraft simultaneously. The aeroquay encircling the square terminal building gives this building its distinctive appearance while the circular shape means that no traveller need walk more than two minutes between aircraft or ticket counter and the terminal's main entrance.

The airport has a direct connection to the metropolitan expressway system, with access to the terminal via a road tunnel under the apron and aeroquay, with ramps leading to either the departure lobby or parking garage.

The airport is 17 miles and approximately 25 minutes travelling time from the centre of Metropolitan Toronto. Aircraft are filled from an underground piping system, eliminating the use of fuel trucks on the taxi aprons. Protective land use measures and directional flight controls are being applied in order to reduce impact of jet noise on the surrounding area.





## WATER SUPPLY

Prior to the establishment of Metropolitan Toronto, many of the fast growing suburbs, which relied on wells for water supply and on septic tanks for sewage disposal, faced severe water shortages and dangers to public health from water-borne diseases. Inter-municipal agreements had proved inadequate to meet the needs of rapid and continuous expansion.

On January 1, 1954, the Metropolitan Corporation assumed responsibility for all municipal waterworks and undertook the production, treatment, storage, and distribution of water to

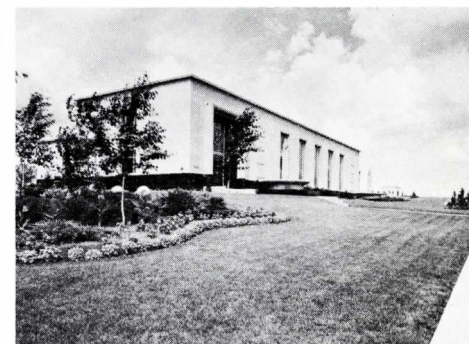
the thirteen municipalities, which in turn distribute the water to domestic and industrial consumers. Since then annual water consumption has increased from 51 billion gallons in 1954 to 74 billion gallons in 1964. A peak demand of 334 million gallons on June 30, 1964, was satisfied without any difficulty.

From 1954 through 1964 Metropolitan Toronto invested \$57 million in distribution and storage of water and an additional \$15 million in provision of increased water treatment capacity. Storage capacity has been raised from 93 to 188

million gallons; in addition there is 25 million gallons reserve storage at purification plants and pumping stations. Total length of trunk distribution mains has been increased from 85 to 206 miles, mostly 36-inch diameter pipe or greater. Several smaller mains have been returned to the pertinent area municipalities for local distribution.

Improvement and extension of the system is continuing. In 1964 the capacity of the Rosehill Reservoir was raised to 20 million gallons per day and work on further increase of capacity to 53 million gallons per day has begun. Extension of the Eglinton Reservoir to a capacity of 125 million gallons per day is well advanced. Construction has also started on an increase of the pumping capacity of the Scarborough Filtration Plant by 10 million gallons per day. The huge Westerly Water Purification Plant, started in June 1963, will reach its total capacity of 300 million gallons per day in 1966. To meet the requirements of anticipated future urban growth, construction of a new Easterly Water Purification Plant has been included in the 10-year capital budget, as well as the creation of storage reservoirs north of the metropolitan boundary, in Markham and Vaughan Townships, and continuous extension of water mains.

The Metropolitan water system is financially self-supporting. Amortization and interest on debentures issued to finance the required capital works, as well as all operating costs, are paid for through the sale of water to the area municipalities. Water rates charged to industrial and domestic consumers are among the lowest charged in North American cities.

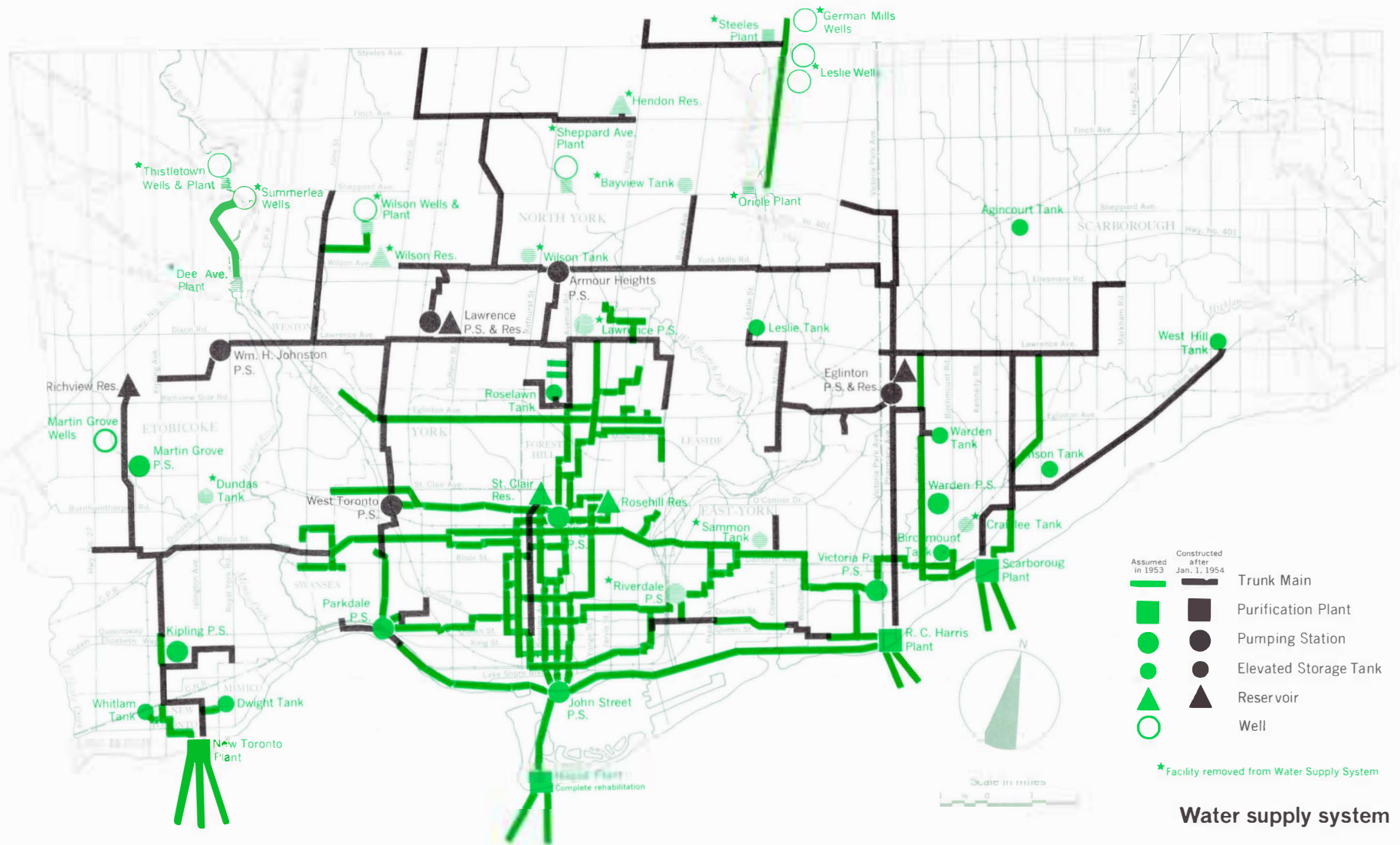


Top—Lawrence Avenue reservoir and pumping station.  
North York Township.

Left—Westerly water plant, presently under construction.  
Town of New Toronto.

Below—R. C. Harris water plant.  
Scarborough Township.





Water supply system



# WATER POLLUTION CONTROL

In 1953 vast tracts of suburban housing relied on septic tanks for the disposal of domestic waste; the metropolitan area was dotted with a number of small inefficient sewage plants, most of them seriously overloaded and not related to any general system of sewage disposal. Storm water run-off, created by years of urbanization, had increased to proportions inviting disaster, as was demonstrated during Hurricane Hazel on the night of October 15, 1954 and the following morning when the rivers went rampant and killed 81 people, destroyed 40 bridges, flooded the homes of 3,000 people, and caused \$30 million worth of damage. At the inception of Metro, the streams in the area had in most cases taken on the character of open sewers, offensive and dangerous, and there was an urgent need for a systematic attack on the problem of water pollution control.

The overall plan for water pollution control adopted by the Metropolitan Corporation required that all sewage be fed into large trunk mains leading to a few major disposal plants along Lake Ontario, where adequate treatment could be given and a safe effluent discharged into the lake. Up to 1965 Metropolitan Toronto

had invested \$43 million in sewage treatment plant construction, and 96 miles of trunk sewer had been provided at a cost of \$42 million. In addition about 1,900 miles of collector and local mains have been constructed in area municipalities.

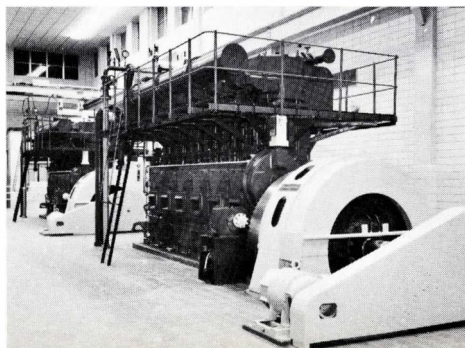
There are now five large plants in operation as well as two smaller ones. New construction at the Main Treatment Plant at Ashbridges Bay, will provide four digestion tanks, additional sludge filtering equipment, and enlargement of the primary settling tanks. The capacity of the Main Plant is being increased from 120 million to 180 million gallons per day; the Humber Plant treats 50 million gallons per day and the total existing capacity of all the plants is now 192.5 million gallons per day.

West of the Metropolitan Area, the Lakeview Plant is operated jointly by the Metropolitan Works Department and the Township of Toronto. To the north, certain areas in Markham and Toronto Townships are being served on a fee basis by the Metropolitan system.

As a result of the systematic and timely exten-

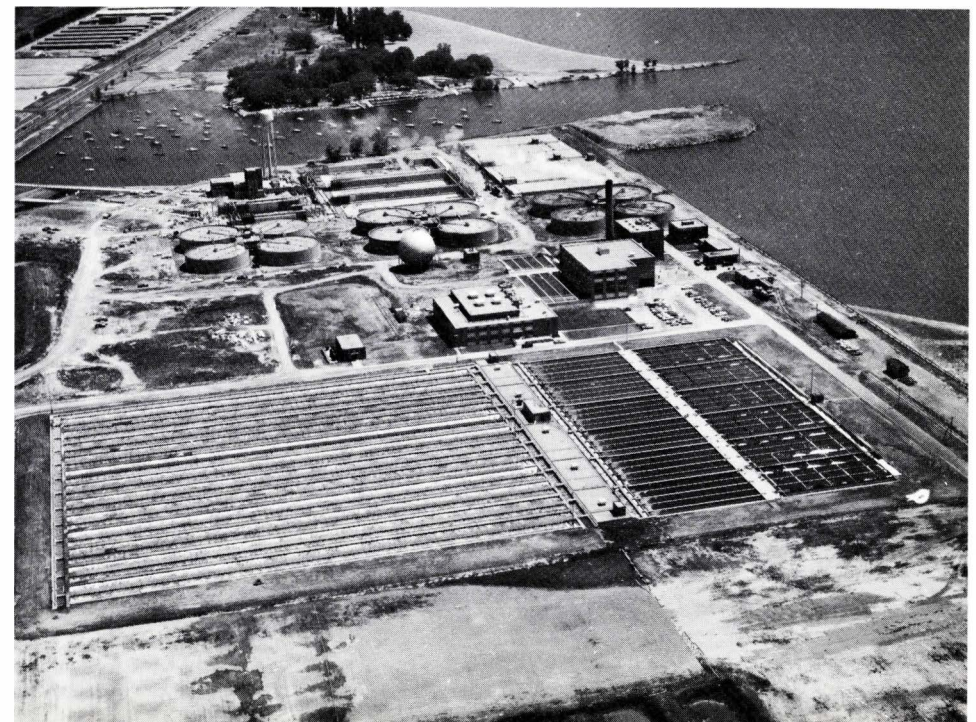
sion of the system, an ample supply of adequately serviced land is now available for residential, commercial, and industrial use in all parts of the metropolitan area.

Construction of several major storm interceptor sewers, at a cost of nearly \$5 million, combined with the Conservation Authority's water control program, has similarly served to bring the storm drainage problem under control.

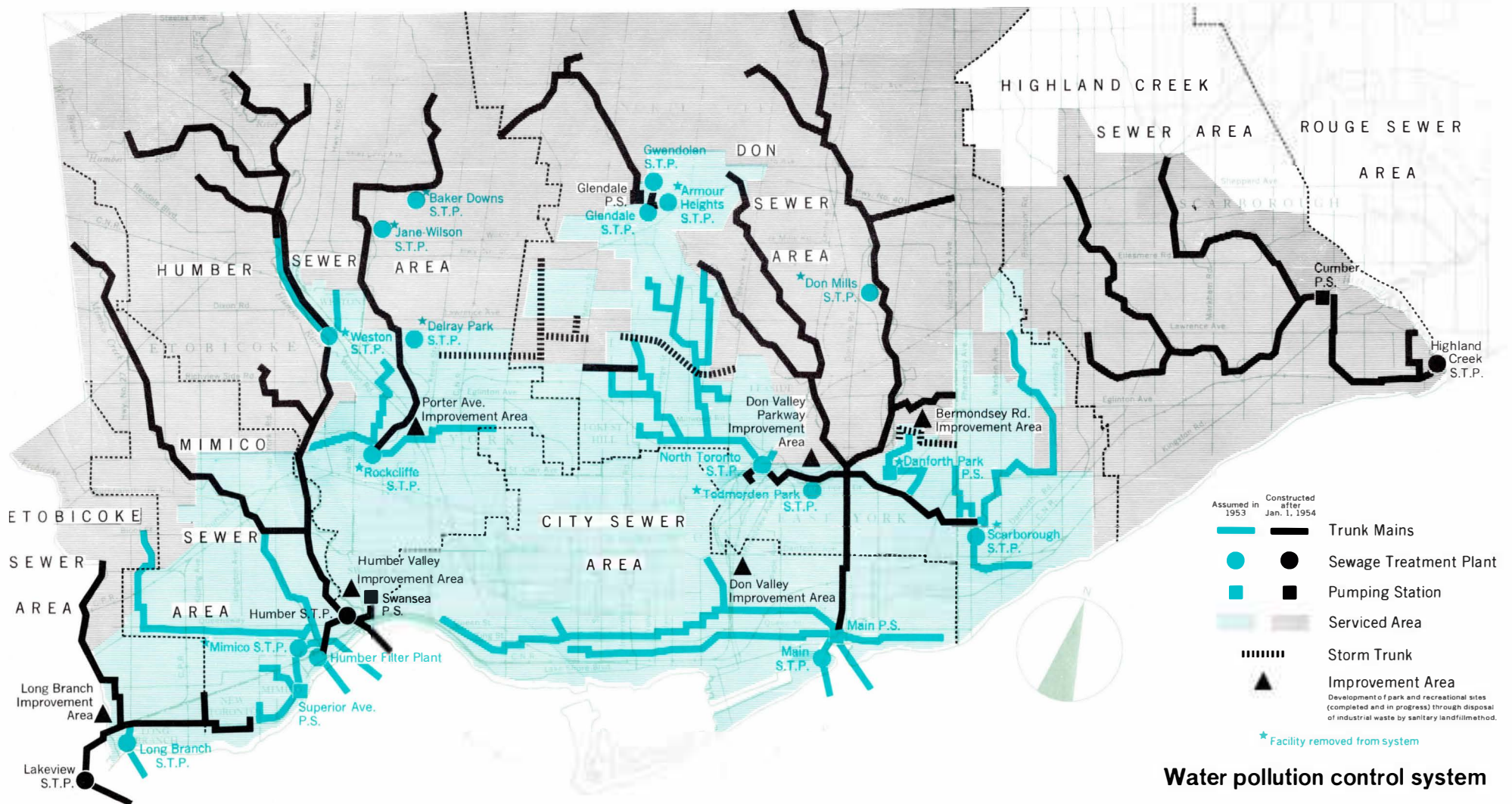


Right—Main Sewage Treatment Plant —  
Ashbridges Bay Yacht Club in background.

Left—Engine room at Main Sewage  
Treatment Plant.







**Water pollution control system**



# AIR POLLUTION CONTROL

In 1957 the Metropolitan Corporation established an Air Pollution Control Division to regulate the emission of smoke and other atmospheric pollutants throughout the metropolitan area, since pollutants pay no regard to local boundaries. Pollution sources are almost equally divided between automobiles, domestic heating units, and industrial plants. The use of clean burning fuels and electricity is beginning to offset the rapid increase in potential sources of pollution caused by the growth of residential and industrial development.

In the battle for clean air, installation permits are required before any fuel-burning or incinerating equipment can be put into action, and all such installations are examined to ensure that equipment is safe, efficient, and smokefree. After the equipment has been checked by qualified inspectors for conformity with the limits imposed by the Metropolitan air pollution by-law, are permits for operation granted.

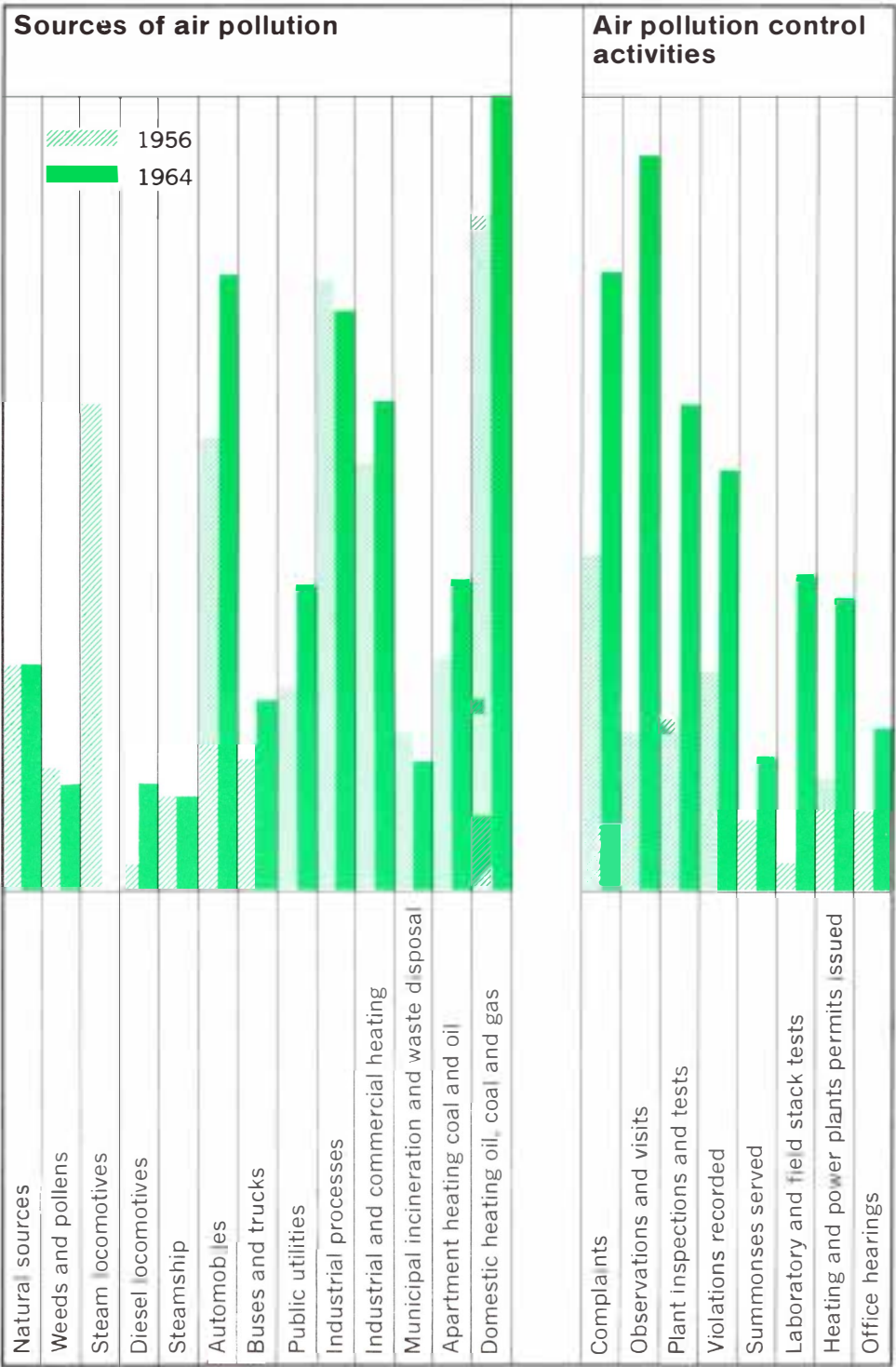
An effective inspection program is carried out; observers, assigned to districts, report any stacks emitting dense and excessive smoke, and building inspections are carried out to locate and correct faulty or antiquated equipment. Radio equipped vehicles strategically located throughout the Metropolitan area give speedy attention to such complaints, and the mobile laboratory makes frequent tests of traffic gases on the main arteries of the urban area.

The Air Pollution Control Division of the Metropolitan Works Department carries out area surveys to establish the nature and degree of pollution, and local surveys to pin point specific offenders. In the laboratories, attention is given to analysis of samples of pollutants as well as stack samples and typical fuels. Pollen counts

are also conducted. Specific pollution sources, such as plants handling cement, sand and asphalt, industrial coal-burning equipment, and municipal incinerators, are checked and examined.

Through close cooperation between the Metropolitan and local municipal planning and building departments with the Air Pollution Control Division, steady progress is being made in the selection of heating plants and of refuse disposal methods. Encouragement of public transportation and of central heating plants results in a significant reduction of the sources of pollution.

For an effective program to be carried out public support and understanding are required. Considerable attention is given to distributing literature, as well as the provision of advice and instructions regarding the purchase, maintenance and repair of fuel-burning equipment. With the reduction in recent years of the amounts of soiling matter in the air, many buildings have now been cleaned in the expectation that they will remain so for a long period. It is evident that progress has been made in a few years.



PARKS AND RECREATION

In 1953, outside of High Park and the Toronto Islands, there were no major regional parks suited to the needs of the area-wide population. The City of Toronto park system comprised a total of nearly 2,300 acres in 1953. Some of the older municipalities had fairly satisfactory park systems and recreational programs, but there was no possibility for the new and rapidly growing areas to provide for regional park needs from an already strained financial base. To satisfy the need for regional parks, the Metropolitan Parks Department was established in 1955. Since its inception, it has assembled and developed a Metropolitan park system which now comprises nearly 4,800 acres, based largely on the waterfront and the main ravines and river valleys which are the distinctive topographic feature of the Metropolitan area.

Some of the results have been spectacular. Where houses stood on stilts at the mouth of the Etobicoke Creek, in Long Branch, there is now the 52-acre Marie Curtis Park. In 1956, 80 houses were removed from the Humber Valley for a new sewage disposal plant and an 80-acre park created surrounding it; in the process a golf course was also removed and replaced up-stream by the Metropolitan Humber Valley Golf Course. On undeveloped valleylands assumed from the City of Toronto, the Metropolitan Parks Department established the Don Valley Golf Course. In 1955, ownership of the Toronto Islands was conveyed to Metro by the City of Toronto, and the development of the 575-acre Toronto Island Park initiated, with Centre Island and Hanlan's Point already completed as fully serviced picnic and recreation areas.

Through the Conservation Authority about 3,500 acres of flood plain land have been acquired and are being developed as parks. In cooperation

with Etobicoke and North York the James Gardens and Edwards Gardens were acquired as horticultural exhibits. In 1964 the construction of the Civic Garden Centre for the dissemination of horticultural information was completed at the Edwards Gardens. Six major valley parks are presently under development—Etienne Brule Park in the Humber Valley, Highland Creek Park, Wilket Creek Park, Downsview Dells in the Black Creek Valley, Taylor Creek Park and Ernest Thompson Seton Park in the west branch of the Don Valley. This latter project is being developed



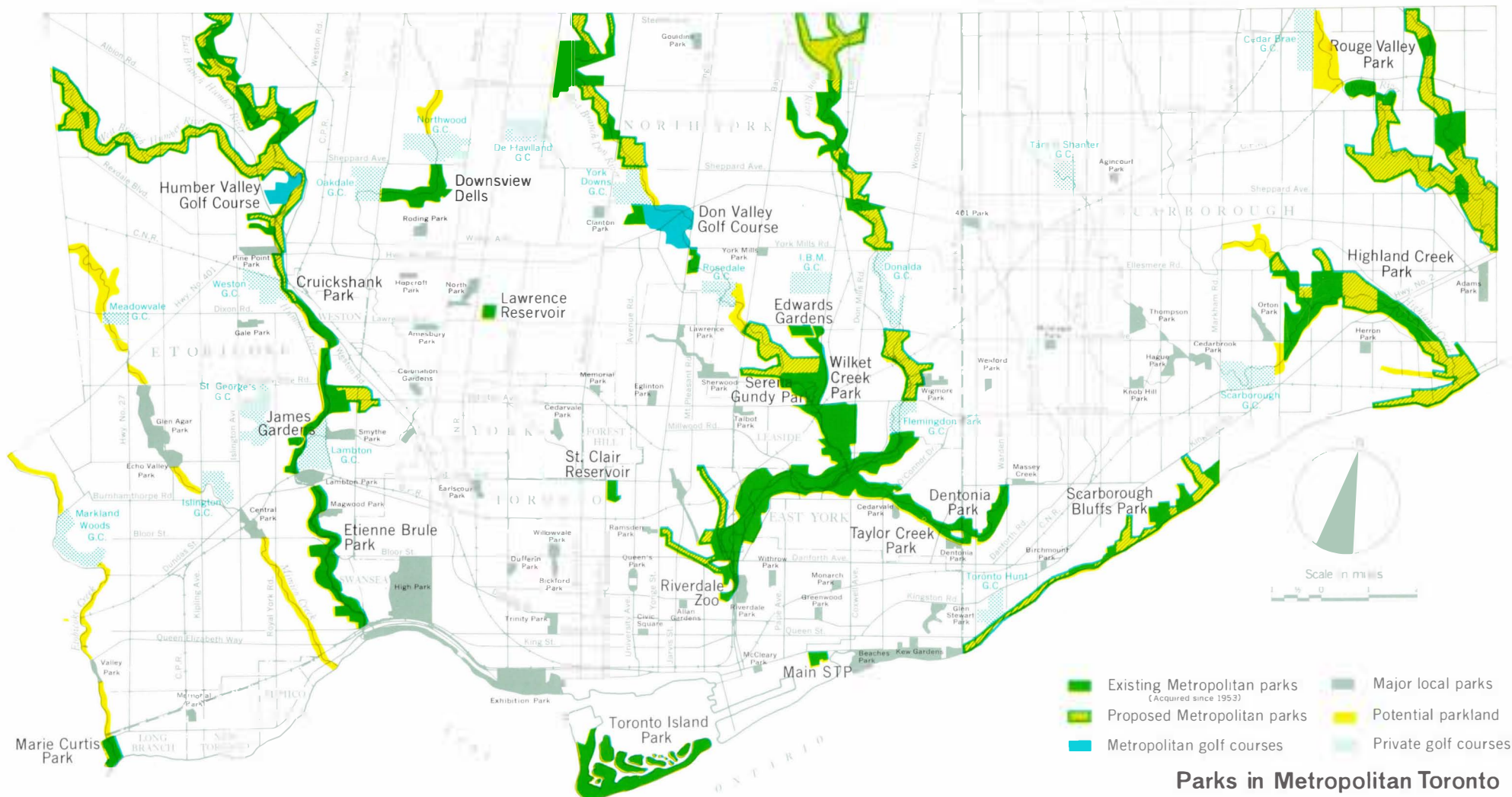
in conjunction with the Province of Ontario's Centennial Centre of Science and Technology.

The parks and open spaces of the Metropolitan area are both local and regional in nature, with the major facilities coordinated into a system based on the parks plan developed at the metropolitan level. The local parks systems serve the open space and recreational needs of local residential areas. Active recreation programs are supplied by the local recreation and parks departments.

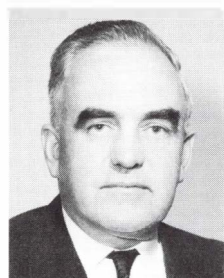
The rapid population growth of the area, resulting in a high proportion of young people, and the increasing emphasis on organized sport activities and increased leisure time, are exerting growing pressures on the parks and recreational systems. Considerable progress has been made by the area municipalities in provision of playground and playing field equipment as well as major capital projects in the form of swimming pools, artificial ice rinks and arenas.

Park Inventory 1964				Local Permanent Recreational Facilities 1964				
	Local Parks (in acres)	Metropolitan Parks (in acres)	Total Parkland (in acres)		Indoor Swimming Pools	Outdoor Swimming Pools	Artificial Ice Rinks	Arenas
Toronto	1,671	612	2,283	Toronto	40	11	15	3
Scarborough	843	1,402	2,245	Scarborough	3	8	8	1
North York	1,141	1,254	2,353	North York	9	7	11	2
Etobicoke	878	530	1,408	Etobicoke	2	1	8	2
East York	78	340	418	East York	3	1	—	1
Leaside	64	151	215	Leaside	1	—	—	1
York	227	181	408	York	3	2	3	1
Weston	38	17	55	Weston	—	1	1	1
Swansea	15	60	75	Swansea	—	—	1	—
Long Branch	12	52	64	Long Branch	—	—	1	—
New Toronto	38	—	38	New Toronto	1	1	—	1
Forest Hill	24	—	24	Forest Hill	—	—	1	—
Mimico	11	—	11	Mimico	—	—	1	—
Metropolitan Toronto	4,768	4,599	9,606	Metropolitan Toronto	62	32	50	13

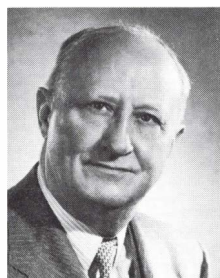




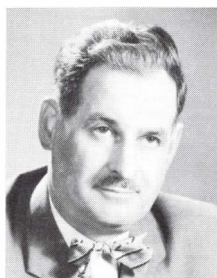
## CONSERVATION



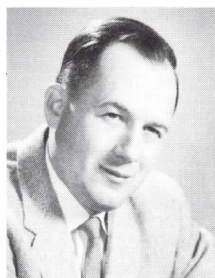
Dr. G. R. Lord, P.Eng.  
Chairman



W. C. Davidson, Q.C.  
Vice-Chairman



F. L. Lunn  
Secretary-Treasurer



K. G. Higgs, R.P.F.  
Director of Operations

The Metropolitan Toronto and Region Conservation Authority is not a direct arm of metropolitan government but a separate and distinct body which covers 22 municipalities in addition to Metropolitan Toronto. Its members are appointed by the Councils of the constituent municipalities. Its drainage areas include the watersheds of the Humber, Don and Rouge Rivers and the Etobicoke, Mimico, Highland, Petticoat, Duffin and Carruther's Creeks. The area covered extends from Long Branch at the mouth of the Etobicoke Creek, northwest into Dufferin County at the headwaters of the Humber River, eastward into Uxbridge Township, and south to Ajax at the mouth of Carruther's Creek.

The Authority's work includes soil and forest conservation, flood control and water conservation, fish and wildlife work, recreational projects and public education, including a Conservation School in the Albion Hills. By agreement with Metropolitan Toronto, flood plain lands acquired by the Authority for flood control purposes inside the metropolitan boundary are leased by the Metropolitan Parks Department for development and maintenance as public parks.

The Authority has made considerable progress on the Plan for Flood Control and Water Conservation on which it embarked in 1961. All preliminary engineering related to the Plan has been completed and 8,324 acres of land have been acquired for reservoir sites, channel improvements and flood plain lands. The Claireville Dam and Reservoir located on the west branch of the Humber River, was officially opened on September 16, 1964, by the Honourable J. P. Robarts, Q.C., Prime Minister of Ontario. This marked the completion of the first of a group of 13 major dams to be constructed by the Authority, and is designed to operate in conjunction with the Ebenezer Dam and Reservoir to be constructed immediately upstream. In combination, the two projects will provide flood control, increased summer flow and recreation facilities on the west branch of the Humber River.

As a part of the Plan, the Woodbridge Flood Control Channel has been completed and successfully operated for the last two years.

Construction of the Milne Dam, located on the Rouge River in the Village of Markham, is scheduled to begin in 1965.

Executive:

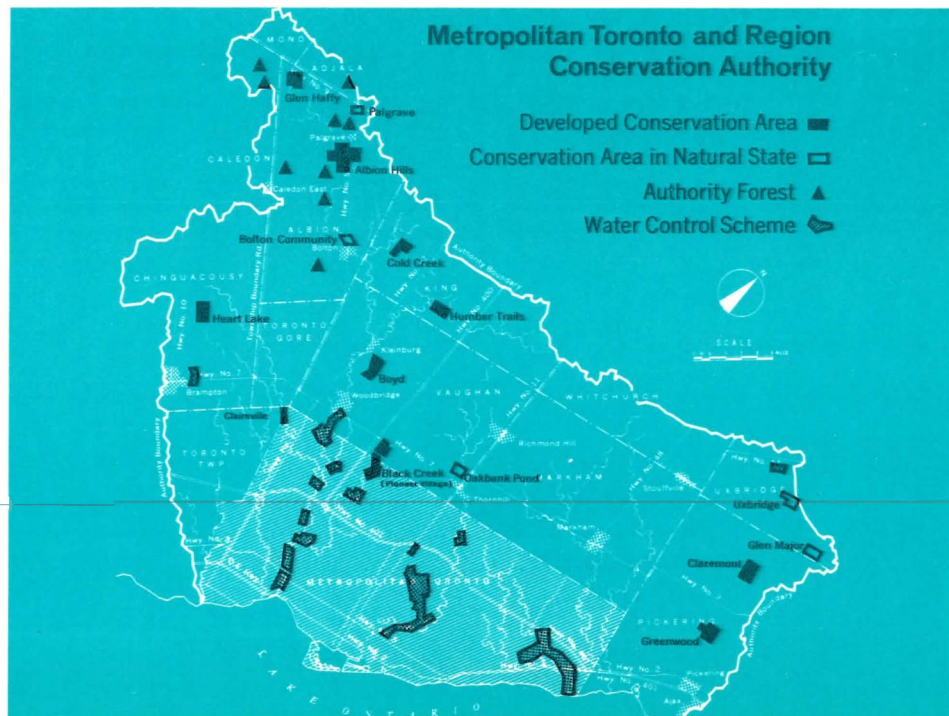
Dr. G. Ross Lord, P.Eng.  
W. C. Davidson, Q.C.  
Mrs. J. A. Gardner  
Mrs. Dorothy Hague  
R. G. Henderson  
H. S. Honsberger  
C. F. Kline  
R. L. Nesbitt  
C. R. Purcell  
C. Sauriol  
F. A. Wade

Black Creek Channel Improvements have been completed from Scarlett Road to Rockcliffe Boulevard, in York Township, and from Rustic Road to Wilson Avenue, in North York Township. The section between Rockcliffe Boulevard and Weston Road is under construction. Channel improvement and erosion control has been carried out on Massey Creek from O'Connor Drive to the Don River.

In June 1963 the Authority adopted a report on Pollution Control and Recreation in the Metropolitan Toronto Region, recommending a

coordinated program of pollution control by all the agencies involved in the region. The report was submitted to the Councils of the Member Municipalities of the Authority and has been adopted as the policy of the Metropolitan Toronto Planning Board.

Regulations to control the placing or dumping of fill and construction of structures of any kind in flood plain areas were approved and registered in 1964. In cooperation with the Metropolitan Toronto Works Department, the Authority now uses helicopter patrols to observe the Region's





river valleys. The aerial surveys cover 400 miles of the Etobicoke, Mimico, Humber, Don, Highland Creek, Rouge and Duffin watersheds. A flood warning system is being developed in conjunction with the flood control works undertaken by the Authority.

To keep pace with the varied outdoor recreational needs of the region which can be answered in Conservation Areas, the Authority continued its program of land acquisition, planning and development. In 1964 a visitation of over one million persons demonstrated the Areas' year round popularity.

Two new Areas were opened for public use in 1964. The Woodbridge Conservation Area was developed in conjunction with the Woodbridge Flood Control Channel. Picturesque picnic areas, flanking the Humber River through Woodbridge, characterize this attractive addition to the network of conservation lands across the region. The completion of the more rustic Palgrave Forest and Wildlife Conservation Area with large forest tracts, interspersed with fishing ponds added a new dimension to the Conservation Area concept.



The Authority's newest Conservation Area, Bruce's Mill, will be ready for public use in 1965. A beach has been created on a former mill pond by restoring the dam and spillway and dredging a portion of the pond to provide sufficient depth of water.

Property acquisitions have added important lands to many Areas bringing the total acreage of Conservation Area lands to 5,584 acres. Purchases in the Glen Major Area have been of particular significance. In 1964 two important schemes for the acquisition of land were approved: the St. George's Lake Conservation Area with 320 acres of headwater property and the Petticoat Creek Conservation Area including an extensive lakefront area and that section of Petticoat Creek that empties into Lake Ontario.

The new Claireville Conservation Area will occupy about 1,600 acres of land. In addition to its primary function as a flood control project, the Area will provide a wide range of outdoor recreation facilities; bridle trails, boating, swimming, winter sports, group camping, lake and stream fishing, nature trails and an interpretive program. Reforestation and erosion control schemes are planned for the Area as well. When implemented, these two plans alone will provide for the doubling of existing Conservation Area accommodation.

The Black Creek Pioneer Village was visited by more than 160,000 persons during the year 1964. The attendance indicates the widespread interest in this Village and the role of the Authority in preserving a segment of Ontario's historical heritage. New additions have added to the Village atmosphere.

The Authority's reforestation and land use

program has two major elements: the application of practical soil and water conservation measures to Authority properties, and the assisting of private land owners, technically and financially, to improve the watersheds.

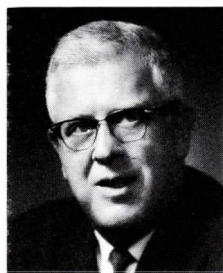
During the period 1963-64 over 650,000 trees were planted and stream bank erosion control practices were undertaken on approximately five miles of stream bank on Authority property.

Considerable progress has been made in the development of the Albion Hills Conservation

School farm which provides an excellent site for practical demonstrations of wise land management including permanent pasture, strip cropping and grass waterways.



## EDUCATION: PUBLIC



J. D. Parker  
Chairman



W. B. Coutts  
Vice Chairman



William J. McCordic  
Executive Secretary

The boards of education of the eleven school districts within the metropolitan area are responsible for the operation of their respective school systems. The Metropolitan School Board, established under the terms of the legislation which created the Metropolitan Corporation in 1953, is primarily a financial agent whose principal function is to combine the financial resources of the metropolitan area with the objective of ensuring equalization of educational opportunity for pupils irrespective of the municipality in which they live. To achieve this it provides a uniform maintenance assistance payment per pupil to all boards and assumes debenture debt for the purchase of school sites and for new school construction up to a Metro-wide standard. Costs in excess of these amounts are raised by the local board involved.

While the major emphasis in the Metropolitan school program has been directed toward meeting the tremendous pressure of expansion created by the growth of school-age population in the suburban areas, the school needs of the built-up areas, and particularly of the City of Toronto, have been equally pressing. Altogether, 221 new schools have been built, as well as 421 school

additions, providing total accommodation for about 198,000 pupils. Of the nearly \$375 million spent on capital plant since 1954, the City of Toronto has required close to \$116 million, and the three large suburban townships—Etobicoke, North York and Scarborough—a total of \$222 million. The provision of new schools in the developing areas has been matched by the replacement of old or obsolete schools in the inner areas.

The result of this impressive building program has been the elimination of the overcrowding formerly apparent in such conditions as overcrowded classes and the adoption of "double shift" systems. While portable classrooms are still required in certain areas, they are of a temporary nature, pending completion of planned accommodation or to meet short periods of overcrowding. Over the past few years emphasis has shifted from the provision of elementary schools to meeting the requirements of the growing secondary school population. The increase in high school enrolment in recent years has been dramatic, and promises to continue at a high level. Many more pupils are remaining in school for longer periods than formerly: the interest in

### Members of the Metropolitan School Board

#### City of Toronto

Chairman—Rev. John V. Mills  
Ward 1—C. Thomas Clifford  
Ward 2—W. Barry Coutts  
Ward 3—Ying L. K. Hope  
Ward 4—Barry G. Lowes  
Ward 5—Kenneth Carson  
Ward 6—Mrs. Irene McBrien  
Ward 7—Mrs. Hazel C. MacDonald  
Ward 8—William P. Ross  
Ward 9—James P. Robertson

#### Suburban Municipalities

East York—G. Cartwright  
Etobicoke—J. D. Parker  
Forest Hill—Mrs. B. Grossberg  
Lakeshore—H. R. Lucas  
Leaside—D. W. Brown  
North York—S. Cowan  
Scarborough—R. C. Stone  
Swansea—A. Adamson  
Weston—W. E. Bayes  
York—J. Young

### Metropolitan Separate School Board representatives

City—Fred J. Boland

Suburban—George C. Power

technical and vocational education, spurred on by an intensified program of assistance from the senior levels of government, is particularly marked.

As is the case of the Metropolitan Council, representation on the Metropolitan School Board is divided equally between the City of Toronto and the suburbs. Members are not elected directly, but represent the local boards of education, assuring cohesion of policy between the Metropolitan and the local boards.

While the local boards retain autonomy in the operation of their individual school systems, the Metropolitan School Board exercises certain important functions in addition to its basic responsibility for financial matters. It has the power to set attendance areas, in this way overcoming the problems created by artificial municipal boundaries. It also pays the full cost of classes open to all pupils within the Metropolitan area for children who are unable, because of physical or other handicaps, to benefit from the regular school program. These include the Sunnyview School for the orthopedically handicapped and the Metropolitan School for the Deaf. It co-

ordinates the school building program and limits the debenture funds available for each project. The Province contributes substantially to the cost of new construction. Nonetheless such large sums are required that the Metropolitan School Board since 1959 has raised annually a one-mill levy to be applied against its share of the cost: by 1964 about \$23 million of capital expenditure had been financed in this manner.

School enrolment has grown approximately 80% from 1954 to 1964 whereas the total population has grown at approximately 3/5 of that rate. The success of the Metropolitan and the local school boards in meeting the pressures resulting from this growth, and at the same time replacing the obsolete school plants of the inner built-up areas, represents one of the most significant results of the establishment of Metropolitan government in the area.

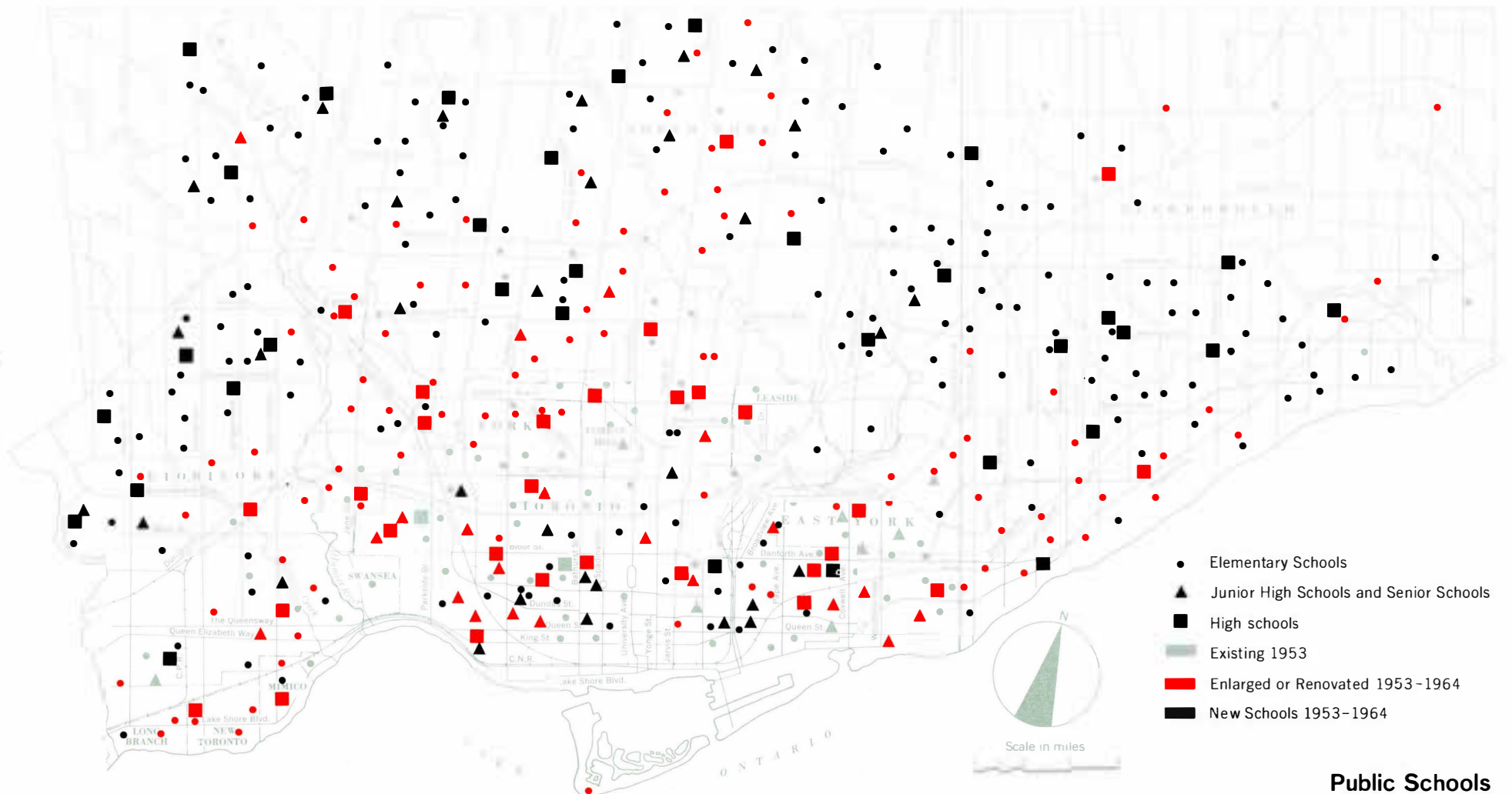
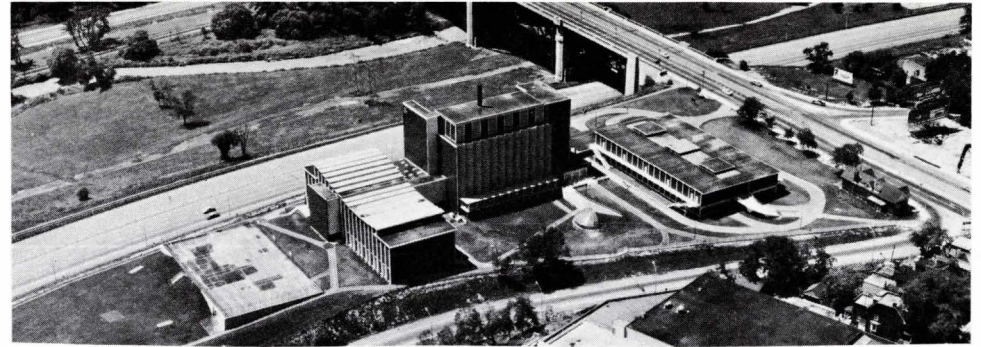


## Growth of Public School System

Municipality	Year	No. of schools			Teachers	Enrollment		Year	Expenditures per pupil				Gross expenditures		Capital expenditures approved 1954-1964 \$000's
		Elementary	Intermediate	Secondary		Elementary	Secondary		Elementary	Secondary			Year	\$000's	
										Academic	Commercial	Technical			
East York	1954	13	3	1	320	8,256	1,761	1953	\$197	\$322	\$ —	\$ —	1953	2,219	6,040
	1964	11	4	1	401	6,982	2,828	1963	460	590	677	—	1963	4,591	
Etobicoke	1954	21	—	2	494	12,921	2,117	1953	176	275	—	—	1953	2,423	56,124
	1964	42	*16	12	1,612	31,366	13,195	1963	416	663	818	1,071	1963	18,021	
Forest Hill	1954	3	1	1	123	2,207	914	1953	260	387	—	—	1953	923	349
	1964	3	1	1	146	1,691	1,225	1963	589	796	—	—	1963	1,903	
Lakeshore	1954	7	—	2	192	4,013	1,104	1953	197	354	372	494	1953	1,212	9,431
	1964	7	*2	2	264	4,690	2,133	1963	413	663	810	957	1963	3,119	
Leaside	1954	3	—	1	118	2,295	788	1953	239	319	—	—	1953	920	1,246
	1964	2	*2	1	131	1,626	1,148	1963	611	680	586	—	1963	1,753	
North York	1954	48	—	2	850	21,237	2,735	1953	205	207	335	335	1953	4,433	88,748
	1964	90	16	13	2,886	55,237	19,658	1963	448	650	831	1,078	1963	31,006	
Scarborough	1954	32	—	2	450	15,608	2,141	1953	143	259	—	—	1953	1,936	76,867
	1964	78	—	12	2,407	48,095	15,066	1963	378	670	728	1,018	1963	26,573	
Swansea	1954	1	—	—	30	784	—	1953	243	—	—	—	1953	298	—
	1964	1	—	—	34	820	—	1963	427	—	—	—	1963	317	
Toronto	1954	86	2	19	2,888	64,934	18,225	1953	251	435	479	678	1953	24,075	116,553
	1964	74	*25	21	4,105	72,849	30,125	1963	523	768	640	1,212	1963	56,783	
Weston	1954	3	—	1	97	1,358	1,305	1953	189	240	391	391	1953	713	709
	1964	2	1	1	130	1,275	1,558	1963	410	562	586	797	1963	1,447	
York	1954	19	—	4	532	12,779	3,375	1953	208	351	381	381	1953	3,666	18,723
	1964	19	*3	5	783	14,521	5,729	1963	426	621	618	860	1963	8,941	
Metro	1954	236	6	35	6,094	146,392	34,465						1953	42,818	374,790
	1964	329	*70	69	12,899	239,152	92,665						1963	154,454	

\*Includes composite intermediate-elementary schools.

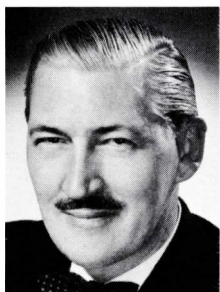
Parkway Vocational School,  
City of Toronto.



## Public Schools



# EDUCATION: SEPARATE SCHOOLS



Edward J. Brisbois  
Chairman



John Middleweek  
Business Administrator

The pressure for expansion of the Separate School system has been even greater than in the public school system. Where total enrolment in the public elementary schools rose by 64% from 1954 to 1964, enrolment in the Separate Schools increased 2-1/2 times, from 23,000 to 57,000. This has resulted from the changing character of the Metropolitan area's population, with the heavy emphasis on immigration from abroad. As a result, the Separate Schools, which derive their revenue from taxes levied on Separate School supporters, and Provincial grants, have been particularly hard-pressed to meet the needs of expansion both in the growing suburban areas and the built-up central areas as well.

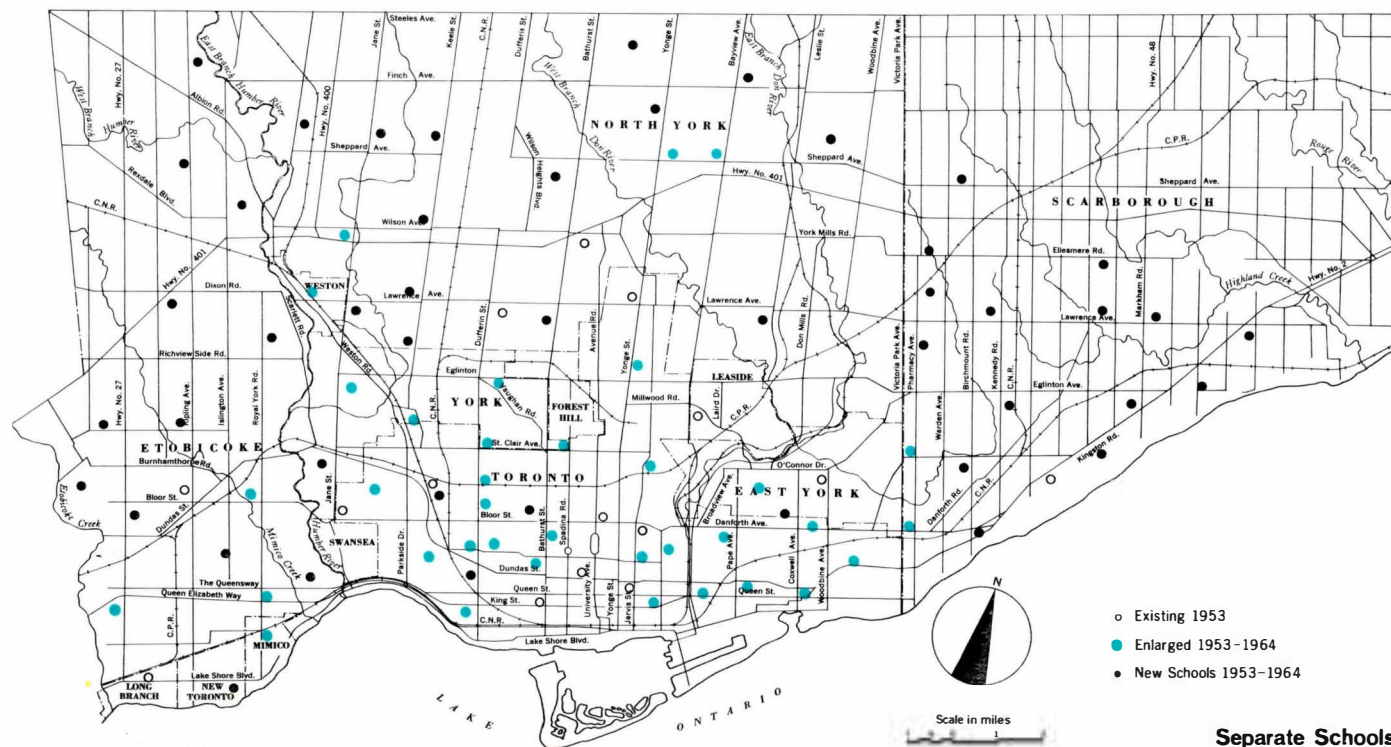
Separate Schools in Metropolitan Toronto are administered by three Boards: the Metropolitan Separate School Board (92 schools) comprising 16 trustees elected from wards covering the major part of the metropolitan area; the Mimico Union Separate School Board (1 school) covering the Town of Mimico; and the Etobicoke Union Separate School Board (3 schools) covering the southeastern section of the Township of Etobicoke. Since 1953, 47 new schools have been built, and a total of 1,075 new classrooms provided.

1954   1964   Increase

No. of Schools      49      96      96%

No. of teachers    602    1,520    152%

Enrollment        23,010   57,443   149%



Separate Schools



## EDUCATION: HIGHER

With the rapid expansion of the need for highly educated and thoroughly trained men and women Toronto's role as a leading centre of higher education has increased greatly. The University of Toronto in 1964 had 26,350 students and a faculty of 2,690 lecturers. Since 1959, when the University embarked on an ambitious building program, involving a substantial enlargement of its central city campus, 18 buildings have been completed and many more, including a graduate library, are under construction or in the planning stage.

The Royal Ontario Museum, which is part of the University, and the University's activities in the fields of music, drama, and the visual arts, play an ever increasing role in the cultural life of the community.

It is the deliberate policy of the University of Toronto to avoid the dangers of becoming a huge, impersonal factory of learning. The University is decentralizing its undergraduate work by creating, in the eastern and western sections of the metropolitan area, two new colleges, Scarborough and Erindale, each for 500 students

initially and up to a 5,000 enrolment by 1972.

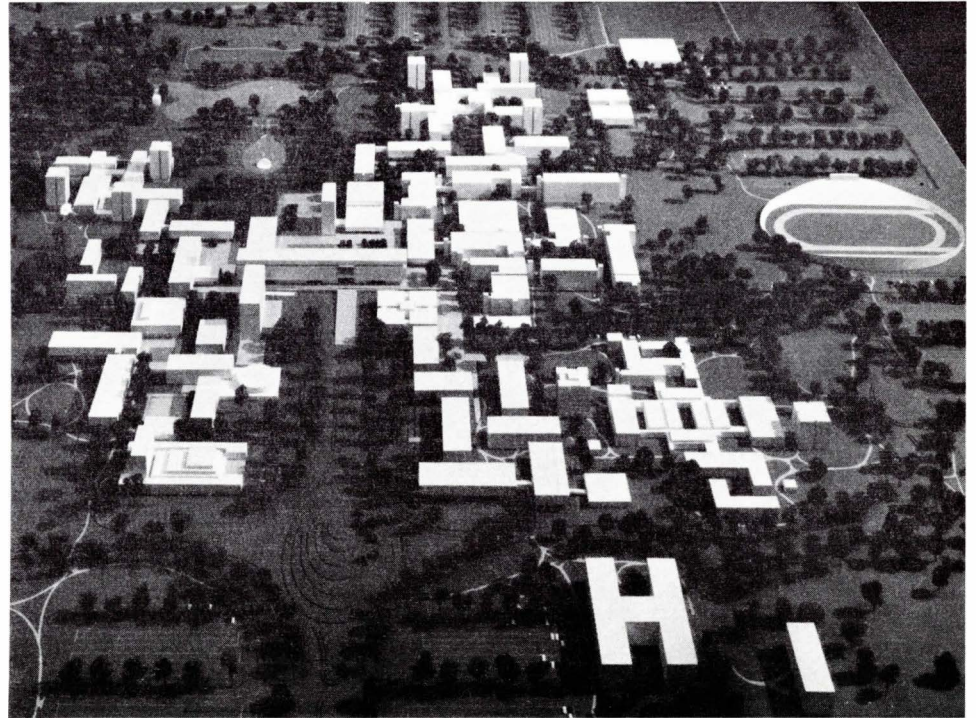
The University of Toronto was also instrumental in launching Toronto's second independent university in 1959. York University, presently with a faculty of 92, has 765 full-time and 1,100 evening students at its Glendon Hall campus. Construction is proceeding on the 500-acre main campus at Steele's Avenue and Jane Street. The number of students is expected to reach 7,000 by 1970, with an ultimate enrolment of over 20,000 students.

**Left—University of Toronto.**

**Right—York University, presently under construction.**

Both universities are active in developing interdisciplinary research in newly developing fields of study.

The Ryerson Institute of Technology, founded in 1948, is unique in Canada in filling a role of ever-growing importance in a technological age. Its student body has grown from 1,800 in 1954 to 3,400 in 1964.





## MUNICIPAL HOUSING

One of the most serious problems confronting the Metropolitan Corporation at its inception was the severe shortage of housing for low-income families and elderly persons. In the entire metropolitan area there were only 650 low-rent housing units for family occupancy in 1953, at Regent Park North in the City of Toronto, and only one project for elderly persons, sponsored by York Township at Beech-Hall.

The Metropolitan Corporation has achieved considerable success in providing elderly persons housing during the past 12 years. The



**Woodland Acres—elderly persons apartments**

Metropolitan Housing Company, established to construct limited dividend housing for elderly persons at monthly rentals ranging between \$36 and \$69, has constructed a total of nearly 1,900 units in five different municipalities, with another 815 units presently under construction. By the end of the year there will be nearly 2,200 apartments for elderly persons, compared to the 128 units which existed prior to the formation of Metropolitan Toronto. These projects have been built with the cooperation of three levels of government—the Federal government providing 50-year mortgage loans, the Province providing a capital grant of up to \$500 per unit, and the Metropolitan Corporation providing the initial equity, land, and an annual tax subsidy. These projects range in size from Riverdale Acres, a 25-unit building in the heart of central Toronto, to the 405-unit high-rise May Robinson House in the west end.

In recent years, the Metropolitan Corporation has adopted a policy of establishing elderly persons housing, wherever feasible, in conjunction with low-rent family housing projects. This procedure has been followed at Northacres, Humber Acres and Thistlethorn Acres, and pres-

ent plans call for elderly persons housing to be provided at the O'Connor Drive and Blake Street public housing sites and in the Alexandra Park Improvement Area.

The provision of low-rental housing for family occupancy has not been nearly as successful as the elderly persons housing program. The stock of family low-rent housing has increased nearly six-fold since the establishment of Metropolitan Toronto, from 650 to 3,900 units, but it is generally accepted that this is far from adequate to meet the need for such housing. In addition to the established waiting list for low-rent housing, the increased volume of private redevelopment in the inner areas is enlarging significantly the number of eligible families requiring such housing.

To meet this critical need, both the Federal government and the Province of Ontario recently revised their housing legislation to make it possible for low-rent housing to be provided with the minimum administrative complication. The Province has established an autonomous company, the Ontario Housing Corporation, with full powers to acquire, build and operate low-rent

housing under a variety of different procedures. The Ontario Housing Corporation has taken over the housing previously under the jurisdiction of the Metropolitan Toronto Housing Authority and has absorbed the Authority's operations into its own organization.

Under the new procedures, which went into effect in April 1965, public housing is being provided both by the construction of new units and the acquisition of existing dwellings. Instead of involving a capital contribution from the Federal government, the Province, and the Metropolitan Corporation, as formerly, the housing is constructed or acquired under a 90% mortgage loan from the Federal government, with the Province contributing the 10% equity. The annual operating subsidy, required to bring the rents down to an appropriate level in relation to the tenants' income, is shared by the Federal government (50%), the Province (24-1/2%), and Metropolitan Toronto (7-1/2%).

The Metropolitan Council and the Ontario Housing Corporation have agreed to an immediate 3-year program of 4,500 public housing units. Some of these will be constructed on



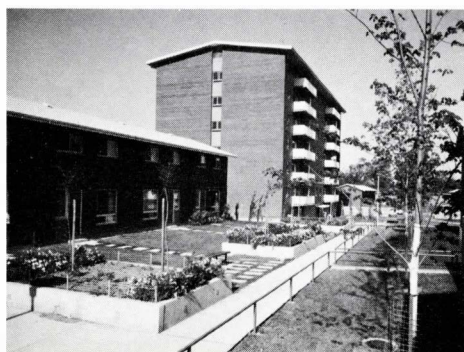
existing vacant sites owned by the Federal and Provincial governments or by the Metropolitan Corporation; these include sites at North Jane Street and O'Connor Drive, in North York, Stableford Farm in Scarborough and Thistletown in Etobicoke. Other units will be constructed by private builders on sites presently in private ownership, and a number of existing dwellings are also to be bought. In addition, public housing is to be provided on five redevelopment sites in the City of Toronto. It is expected that by the end of 1965 some 3,000 additional low-rent units will have been built or acquired, bringing the total stock of public low-rent family housing up to about 6,900 units.

Perhaps the most significant advance in the provision of public housing is to be found in the Alexandra Park Improvement Area in the City of Toronto, where four levels of government—Federal, Provincial, Metropolitan and City—are cooperating in a comprehensive urban renewal program involving many different approaches. The program includes the clearance of about 1/4 of the 70-acre area and the construction of new low-rent family and elderly persons housing on the cleared lands, the purchase and rehabilita-

tion of existing houses for occupancy by low-income tenants, spot clearance and resale to private builders of individual sites in the area, a concerted program of private rehabilitation, and the provision of a variety of new neighbourhood and community facilities.

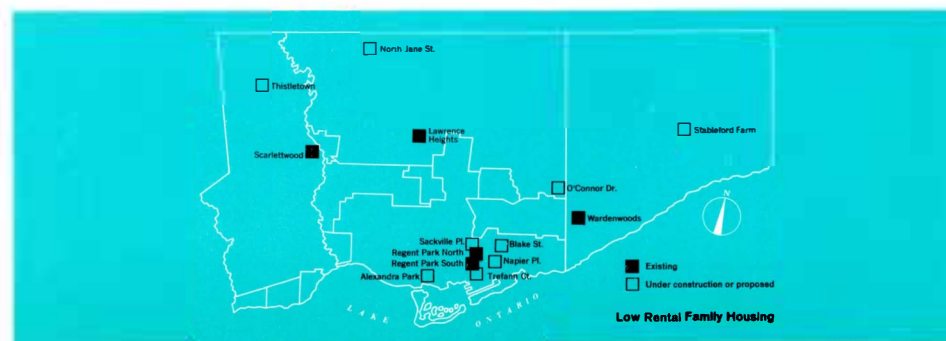
In addition to the Metropolitan elderly persons housing program and the public housing program of the Ontario Housing Corporation, the City of Toronto continues to administer its own low-rent housing program at Regent Park North, which was the first public housing to be constructed in the country. The City, through its own Housing Authority and Housing Company, also maintains a program of nearly 1,300 moderate-rental units constructed under limited dividend financing. There are, at present, also about 6,000 private limited dividend units throughout the area, providing moderate-rental housing for smaller families.

Despite these various programs, it is clear that there is still a critical need for low-rent housing, particularly for large families. It is hoped that the establishment of the Ontario Housing Corporation has served to clarify the many conflicting responsibilities which formerly impeded the public housing program in Metropolitan Toronto, and that as a result there will be provision of an adequate supply of low-rent housing to meet the needs of the area and to make possible the broad urban renewal program on which the economic and social welfare of the Metropolitan area depend.



Scarlettwood—low rental family housing.

Regent Park South (left)  
and Regent Park North (right).





# WELFARE

With the establishment of Metropolitan Toronto in 1953, the Corporation assumed responsibility for health and welfare services covering the hospitalization of indigent patients, post-sanatorium care for consumptives, the provision of homes for the aged, and the support of children's aid societies. The other major welfare services remain a local responsibility; these include principally welfare assistance payments, nursing homes, men's hostels, day-care nurseries, burial of indigents, and homemaker services. All of the welfare services, both metropolitan and local, receive substantial financial grants from the Province of Ontario.

In the field of care for elderly persons, the Metropolitan Corporation provides nearly 2,300 beds in the various metropolitan homes for the aged scattered throughout the area; these include the unique Greenacres project, located on a 22-acre site in Newmarket, 18 miles north of the metropolitan boundary, which is exclusively for the care of senile patients. An additional 750 beds are planned for occupancy in 1966. Prior to the establishment of Metro, only 250 beds were provided in public homes for the aged, at Lambert Lodge in the City of Toronto, which was

taken over by Metro and enlarged. Together with the Province, Metro also shares the cost of providing foster home care for the aged in private homes.

Riverdale Hospital, providing for the care of chronically ill and convalescent patients, was also originally a City institution. It has been enlarged from 105 to 813 beds with recent completion of a striking new semi-circular building which dominates the sky-line of the lower Don Valley in the heart of the city. Completion of this Metropolitan facility which is now administered by a specially established Board of Governors, provides sizeable relief to the existing hospitals in the area with respect to chronically ill and convalescent patients. The 130-bed Runnymede Hospital provides a similar function under the auspices of the City of Toronto.

Metro discharges its liability for the maintenance of dependent and neglected children by contributions to the Children's Aid Society of Metropolitan Toronto and the Catholic Children's Aid Society. Payments for statutory maintenance and grants increased from \$2 million in 1954 to nearly \$5-3/4 million in 1964 in-

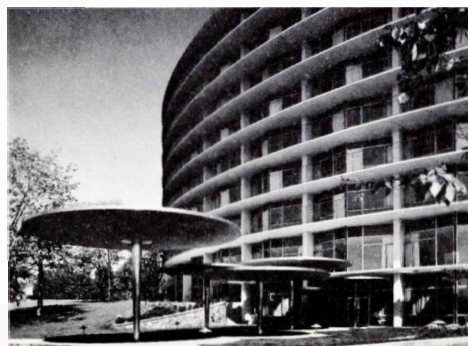


Kipling Acres— Home for the aged

cluding Provincial grants. To meet the growing needs of the suburban areas, the Children's Aid Society of Metropolitan Toronto established branches in Scarborough and North York.

Local welfare services under the jurisdiction of the area municipalities include the mandatory services required and largely financed by the Province, principally the distribution of general welfare assistance payments. Optional welfare services in the metropolitan area are provided mainly by the City of Toronto, which contains an overwhelming proportion of the total metropol-

itan welfare load. Recognizing the severe financial burden which this places on the City, legislation was adopted in 1964 to provide for the Metropolitan Corporation to pay the local share of welfare assistance payments throughout the area, amounting to 20% of the cost of such payments which, in 1964 exceeded \$2-1/4 million; the other 80% remaining a Provincial responsibility.



Riverdale Hospital.

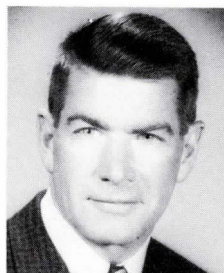


Major Welfare Facilities

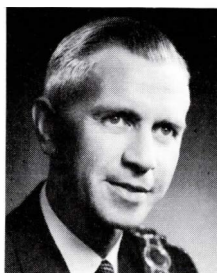
# METROPOLITAN LICENSING COMMISSION



Magistrate  
C. A. Thorburn, Q.C.  
Chairman



Magistrate  
D. F. Graham  
Vice Chairman



William R. Allen, Q.C.  
Chairman

Prior to the establishment of the Metropolitan Licensing Commission there were no overall standards or requirements for a whole range of activities separately licensed in each of the individual area municipalities. Licensing regulations varied from municipality to municipality, and not all of the local authorities had licensing boards. Fees varied widely across the Metropolitan area.

The Metropolitan Licensing Commission was established on January 1, 1957; it is composed of the Chairman of the Metropolitan Council and two magistrates appointed by the Metropolitan Council.

The Metropolitan Licensing Commission controls the licensing of 80 distinct activities within the metropolitan area. These include such diverse fields as auctioneers, barbers, plumbers, electricians, cartage and salvage operations. Of particular importance is the licensing of taxicabs; before 1957 taxi licenses were granted locally, which prevented drivers from operating outside the boundaries of their particular municipality. In addition, many vehicles were in poor mechanical condition, and there was inadequate control over

the disposition of the scarce licenses. The situation is now under control, with strict supervision of license transfers. Applicants are required to pass an examination testing their knowledge of the metropolitan area and to show their familiarity with the regulations of the Commission.

The Licensing Commission has established seven districts, with offices located in the City of Toronto (2), Scarborough, North York, York Township, Etobicoke and New Toronto. Licenses affecting metropolitan-wide activities (such as taxicabs and tradesmen) are issued from the head office; those which involve activities tied to a specific location, like restaurants, are issued from the area offices. This has simplified the licensing procedure and made possible more effective and efficient regulation. Further progress has been made possible by setting up Boards of Examiners for Plumbers, Heating Installers, and Electricians.

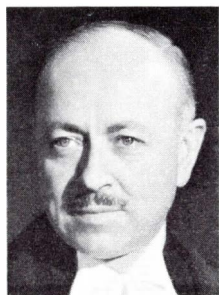




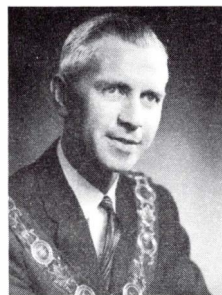
# METROPOLITAN POLICE



Magistrate  
Charles O. Bick  
Chairman



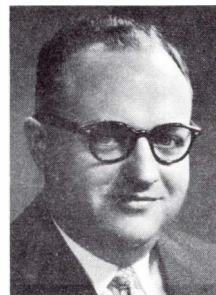
Judge  
Ian M. Macdonell



Metropolitan Chairman  
William R. Allen, Q.C.



Chief Magistrate  
A. O. Klein, Q.C.

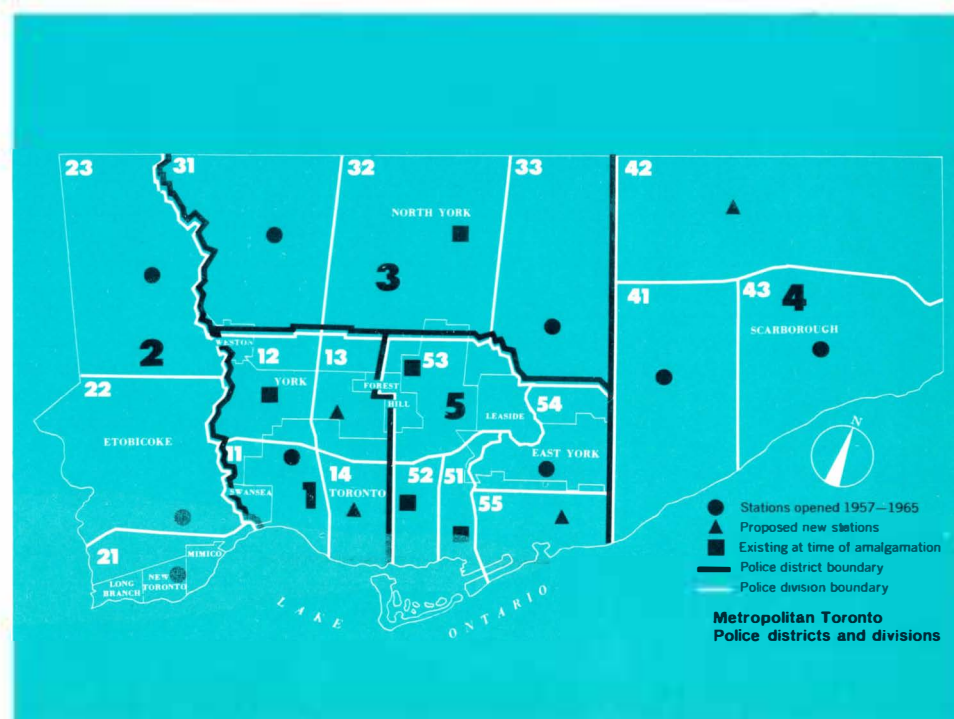


Mayor  
Philip G. Givens, Q.C.

Up to January 1, 1957, each municipality in the Metropolitan area operated its own police department. This was changed with the adoption of legislation creating a unified police department covering the entire 240 square miles of Metropolitan Toronto. Prior to that date, local forces varied in size from 10 to 1,600 men; divisions varied in size from 2 square miles to 70 square miles; and the population served in each district varied between 9,000 and 175,000. There was no central communication system. The ratio of policemen to population ranged from 1 officer for every 450 residents in Toronto to 1 officer for every 1,200 residents in Scarborough.

The police force is responsible to the Metropolitan Board of Commissioners of Police, which was established in 1956. It operates under a Chief of Police and four deputy chiefs. The Board is appointed by the Province of Ontario, and consists of two magistrates, a County Judge, the Metropolitan Chairman, and a member of the Metropolitan Council, who has been the Mayor of the City of Toronto since the inception of the Board.

system into five completely new districts to serve the west-central, east-central, western, eastern, and northern sections of the Metropolitan area, without regard to municipal boundaries. The master plan adopted by the Board has resulted in the elimination of artificial service boundaries, integration of overlapping and separate communications systems, and standardization of regulations and procedures.





Since the organization of the Metropolitan Police Department, the force has grown from a combined total of 2,000 men in 1957 to 2,490 in 1964. The clearance rate on Criminal Code offences has more than doubled, and the crime rate has remained at about the same level despite the rapid population growth. Above all, the quality of the police service has improved; specialized units, formerly restricted to the City of Toronto, are now available for all parts of the area; traffic control problems, previously aggravated by local boundaries, have been greatly simplified; and greater efficiency and effectiveness in recruitment and training have been established.

The Police Department is organized in four main branches:

#### **Uniform Branch**

The Uniform Branch provides line police duties for Divisions and Districts.

#### **Traffic Branch**

The Traffic Branch has the specific duty of enforcing all traffic by-laws and also has control

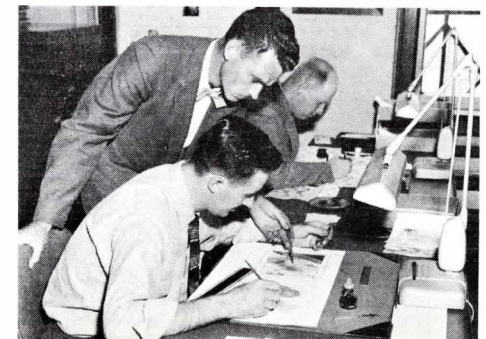
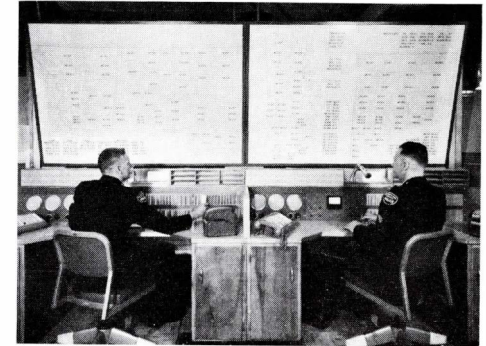
of the Safety Bureau, the Accident Bureau and the Police Garage.

#### **Criminal Investigation Branch**

The Criminal Investigation Branch investigates all criminal offenses, and controls special squads and district detective operations. This Branch maintains an Identification Bureau and a special unit for collecting information on possible subversive activities.

#### **Special Services Branch**

The Special Services Branch supplies all staff functions, including Policewomen, Mounted Police, Youth Bureau, technical and auxiliary communication services courts, licenses and summonses, training and weapon registration.





## ADMINISTRATION OF JUSTICE

When the 13 municipalities in Metropolitan Toronto were detached from the County of York, the responsibility for maintaining the County Court House and County Jail was placed with the new Metropolitan federation. In addition to the provision of basic facilities for administering justice for the 900-square mile area comprising Metropolitan Toronto and York County, Metro also maintains the Juvenile and Family Court and the Magistrates Courts for the metropolitan area, as well as the two registry offices and the office of the Chief Coroner.

The County Courts, which are now housed in inadequate quarters in the old City Hall, will be accommodated in the new Metropolitan Court House, now under construction on University Avenue, adjacent to the new City Hall and to Osgoode Hall, Ontario's renowned seat of jurisprudence.

Prior to 1957 several of the large growing suburban municipalities lacked Magistrates Courts, which are now provided on a metropolitan-wide basis, with area courts established in the City of Toronto, Etobicoke, York Township, New Toronto, Scarborough and North York. New Magistrates Courts have been built in Scarborough and North York; and a new building is to be constructed in Etobicoke in a few years.

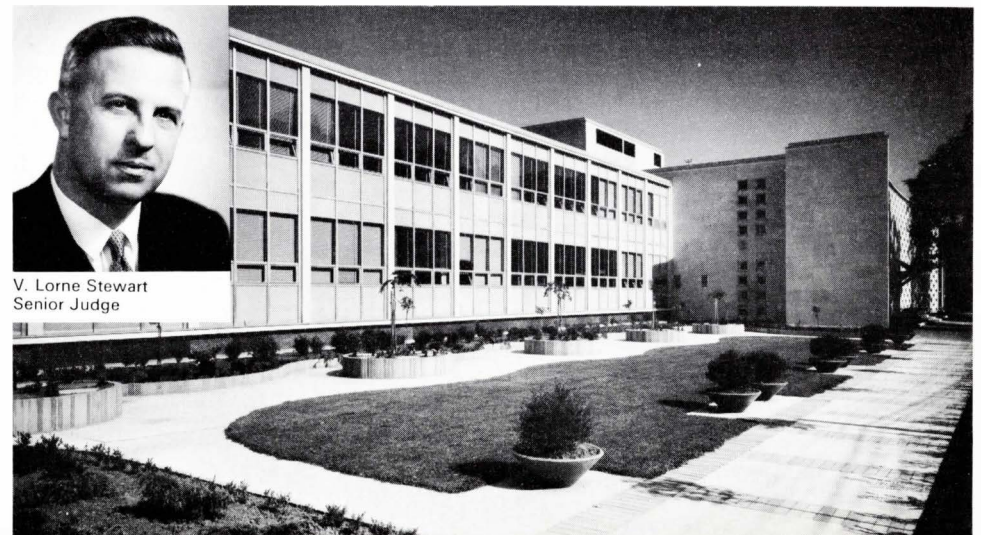
The Juvenile and Family Court is in a new building on Jarvis Street constructed by the Metropolitan Corporation in 1957, at a cost of \$1.8 million. A striking architectural composition, the building was specifically designed to house, under one roof, five court rooms, general offices, a behaviour clinic, private offices for the probation staff and family counsellors, and a children's observation and holding wing.

Few Juvenile and Family Courts in the world have such integrated facilities and organization. The Children's Court applies sympathetic understanding to the distressing social challenge with which it is faced, utilizing clinical concepts and the skills and wisdom of the diverse professions involved. Clinical assessments from the Court are based in part upon observed patterns of behaviour while children are living in the Observation Home under diagnostic study.

The provision of modern facilities for the administration of the most advanced concepts of justice and child welfare over the entire area represents one of the most important functions undertaken by the Metropolitan Corporation.

Top—Metropolitan Court House, University Avenue, presently under construction.

Bottom—Juvenile and Family Court, completed in 1957.



V. Lorne Stewart  
Senior Judge



## EMERGENCY MEASURES ORGANIZATION

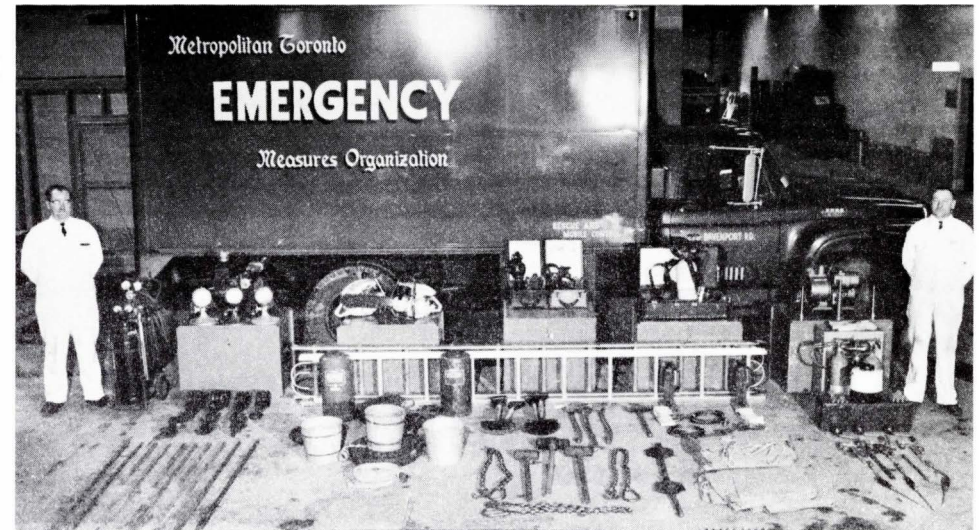
Metropolitan Toronto has the largest Emergency Measures Organization in Canada. Its statutory powers include the duty to plan for defence against military and natural disasters, to coordinate the services of civil protection forces, and to educate and train the specialists involved as well as the public. In carrying out this role it must correlate the activities of the police, fire, health, welfare, and public works services on a metropolitan basis.

A recently developed function, the Emergency Measures Organization is under a special Committee of Council which, like the standing Committees of Council, is made up of three members from the City of Toronto, three suburban members, and the Metropolitan Chairman. The Emergency Measures Planning Committee consists of senior representatives from all departments and agencies who would play a role under emergency conditions.

In conjunction with the Canadian Army, plans have been drawn up for procedures covering industrial activity, education, voluntary dispersal along pre-determined evacuation routes with police assistance, and a warden service on a metropolitan basis. Surveys have been made of public buildings, underground garages, and subway facilities to check the degree of protection against radio-active fallout as part of an emergency shelter program. Training for defence against disaster involves the development of co-ordinated rescue services, and education in radiological monitoring and decontamination. The training of local officials also includes close liaison with local municipalities.

The loss of life and property during Hurricane Hazel, in the early years of Metropolitan Toronto's existence, demonstrated the need for an effective

overall organization to combat unexpected disaster; it is now apparent that under similar circumstances, the measures taken in the past ten years will mitigate the effects of catastrophe and enable the metropolitan community to act effectively.





# METROPOLITAN TORONTO: NEW BUILDINGS

1 New City Hall on the right, and the Metropolitan Court House on the left, both presently under construction.

2 Architect's rendering of the Ontario Centennial Centre of Science and Technology, Don Mills Road and Eglinton Avenue, North York Township.

3 Toronto-Dominion Centre, presently under construction. City of Toronto.

